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Inclusion in New Zealand Secondary Schools: Policy and Practice

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Abstract

This thesis considers the possibilities and limitations of current New Zealand education policy in fulfilling the national and global inclusive education agendas. The particular context of the study is secondary education in New Zealand. It responds to gaps in the literature that have described, examined and critiqued inclusion in education and Special Education policies, practices and processes since 1989 and their implementation within a neoliberal policy environment. Perspectives of secondary school principals as overall managers of schools, learning support leaders, classroom teachers, and pre-service teachers as new professionals preparing to enter inclusive classrooms were sought to inform and support arguments developed in the thesis.

The thesis adopted a mixed methods approach. The multi-level complexities of institutionalising inclusion as the new policy direction in New Zealand secondary schools have been examined through three interrelated studies. Study One surveyed the Conceptions of Inclusion held by a cohort of pre-service secondary teachers at the beginning and end of their one-year teacher education programme. In Study Two data from semi-structured interviews provided insights to how inclusive beliefs, attitudes and values were developed and incorporated into inclusive classroom practices of three secondary schools. Study Three presented a critical historical approach to policy development and the expression of its contemporary expectations in national and school based documents.

The findings from the three studies demonstrated that the contested nature of the concept of inclusion, its development from Special Education and its current co-existence with a Special Education Division within the Ministry of Education continues to create tensions for policy implementation. Pre-service teachers held positive attitudes and beliefs about inclusion but remained concerned that they had not received knowledge and skills required to become inclusive educators. Secondary school leaders were committed to establishing an inclusive school culture and to supporting all staff in developing inclusive classroom practices despite the challenges that these school educators faced in being agents of change. Analyses of national and local documents demonstrated that today's educators can both support and challenge policy prescriptions in their quest to provide inclusive educational experiences for all students.

Dedication

This thesis is dedicated to my late mother who was unable to attend secondary school. **Joy Doreen Matthews (nee Sutherland)** was born in the rural community of Matamata, New Zealand to a struggling third generation Scottish family and her mother was born in London.

A farming girl with three older brothers, she played music without print, designed hats and created garments on her treadle and never complained. Aware of her background, she toiled in a plastics factory in Ponsonby, then a poor suburb of Auckland in the 1960s. Her artistic cooking, knitting, crocheting and tatting were her talents. She passed, far too soon at 57, and she left a legacy of inspiration as I began my journey as the first female in our family to enter university.

To others I say:

Be not afraid of greatness. Some are born great, some achieve greatness, and some have greatness thrust upon 'em. (Twelfth Night, Act 2, Scene 5)

Thank you Mum

Acknowledgements

As a long-term advocate of secondary education in New Zealand and one who appreciates the time and energy it takes to be involved in any study, I am so grateful for the time that the principals, learning support advocates and classroom teachers of the three secondary schools gave in facilitating my presence within their schools and making me feel so welcome. Your dedication to be involved in educating emerging adults is second to none, particularly when, as in locus parentis, you are these students' minders. My sincere thanks too for the willing involvement of the pre-service teachers whose participation is so much appreciated and without which this study could not have proceeded. I wish them well in their future careers that will open pathways of joy and challenge.

To my daughter, Anoushka, your support **always** for my studies has necessitated personal changes and challenges, when I began this journey in the late 1980s. You are a remarkable person and devoted mother who, in your early adolescent years, became used to me studying endless papers in my first degree, whilst I worked full time, then as a secondary school teacher. That long journey ends with another one beginning, and where I am excited at the prospect of spending more time with my talented, beautifully spirited and tenacious grandson, Jackson. One flower rests – another opens.

The guidance that my supervisors gave was amazing. Dr Maxine Stephenson provided the inspiration and support for this complex research and never gave up on me. Her unique and calm impetus was instilled in her faith to believe in my passions. During my time in North Carolina for 'my' one-year gap in 2003, my initial 'thinking' about embarking on this PhD journey began at a time when changes in Special Education were signalled globally. Her support for my goal never wavered, even upon my return to New Zealand and when I faced personal adversity. To my other supervisors, Associate Professor Carol Mutch, Dr Earl Irving and Professor Robin Small (Melbourne), the challenges I faced were studiously managed by you all and in different ways, with the gentle inputs and professionalism that ensued. There are many and obvious reasons why you do this work so **very well**. Throughout the 'passages' at The University of Auckland my life's experiences and outlooks did change with the various trajectories.

As the first female undergraduate, post-graduate and PhD candidate in my extended family, ownership of this doctoral pathway also belongs to those single mothers and grandmothers who stoically 'manage' their households, despite having smaller incomes. Their time constraints and the wearing of 'mum' and 'dad' hats present daily parenting responsibilities and extra challenges above and beyond the call of duty. When embarking on a tertiary journey their lives take on different meanings and they are immersed within the need to balance parenting and studying. To these 'angels' and others beginning this awesome journey the message is simple. Education is life-long and worth it. You can make that difference for your children.

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Chapter One

Introduction

Introducing the research problem

The educational changes of late twentieth century New Zealand incorporated a model of inclusion and inclusive education where all students were given the same right to educational access, participation and opportunities at their local school. The terms 'inclusion' and 'inclusive education' were written into policy statements, official administrative and educational guidelines and a subsequent funding framework, but with little consensus as to what they meant, or how the principles they expressed might be put into practice. The terms have continued to be used in varying ways in official contexts and this has created uncertainties about what inclusive education means and/or what it should be.

While the social context from which the new policy direction for education emerged made it clear that inclusion and inclusive education were responses to a history of exclusion and exclusionary forms of educational provision that had prevailed for more than a century, the 'logic' behind the rejection of that policy was not well understood. However, to be successful, the policy shift required a major philosophical reorientation about the nature and purposes of schooling and access to what it had to offer; and about the 'idea' of the student and the schooling experience. This could not be successfully achieved without clarity of justification and vision. This thesis examines issues of meaning in the development of inclusive education policy and practice in New Zealand that have had implications for the translation of the new policy direction into practice. The focus is on the secondary school sector.

Special or inclusive?

Attempts to fulfil the social and educational commitment to all students that is encapsulated within the term 'inclusion' have not been straightforward and uncertainty of meaning has caused confusion in policy making and practice. Part of the confusion is that the terms 'inclusion' and 'inclusive education' are now considered descriptors for all expected

educational practices, sometimes with and sometimes without reference to young people whose educational experiences, as part of the world-wide development of Special Education provision, were defined first and foremost by their limitations and 'special requirements', rather than by their abilities and contributions to the class. In addition, while international charters have challenged the legitimacy of segregated educational provision, some such provision remains, sometimes at the behest of families, and/or is considered pragmatic by schools as they wrestle to meet the often contradictory expectations of social imperatives and academic performance targets. Confusion has been exacerbated by the fact that Special Education remains a distinct division within the Ministry of Education and is itself a contested term.

Tensions relating to understandings of Special Education lie in the philosophical and ideological shifts that have underpinned the historical and current development of the sector in New Zealand (Mitchell, 2001, Wills, 2014a), and a continuing public perception of the benign and/or beneficial influence of associated policy and practice. These factors reflect, and are reflected in, the various ways in which Special Education has been interpreted by traditional, revisionist and post-revisionist historians of education. For almost 100 years the Education Act 1877, which was the first step to compulsory primary schooling in New Zealand, was seen primarily as establishing the foundations of equality for all through universal education (Cumming & Cumming, 1978). Attempts to move beyond liberal interpretations of a system that uncritically exempted or segregated some young people from regular classrooms on the grounds of behavioural, sensory, intellectual or physical characteristics began to be more regularly expressed from the 1970s (Havill & Mitchell, 1972). Nonetheless, while recognising that structural processes such as diagnostic testing created barriers to successful intervention, the language of deficiency continued to shape differentiated perceptions of what might be possible for students (for example, Clay, 1977; Mitchell, 1987).

Although integration and mainstreaming became the new conventional wisdom, it was the development of the social model of disability that facilitated more critical interrogation of historical developments throughout the world. Initially raised by the Union of the Physically Impaired against Segregation (UPIAS) in the United Kingdom (UPIAS, 1976), it was systematically developed in the work of sociologist Mike Oliver from 1983. The social model of disability provided the requisite language and explanatory framework through which the social, economic and political imperatives that had driven early developments in Special

Education could be analysed, their underpinning power relations understood, and the 'knowledge' of the students on which they were based challenged (Armstrong, Armstrong & Barton, 2000; Fulcher, 1989; Kearney, 2009; McLean & Wills, 2008; Mitchell & O'Brien, 1994; Stephenson, 2014; Wills, 2009). These historical factors continue to have implications today and, therefore, need to be understood.

Including an historical dimension to debates about current policy dilemmas prompts a caution. In her study of Special Education in North America, Winzer (2009) warns against studies in the field that ignore historical precedents or that fail to take account of wider historical impacts in their development. However, she is equally critical of accounts that are "uncompromisingly critical of past endeavours" in Special Education (p. viii). Such an approach, she suggests, can make current policy developments appear to be inevitable, progressive and laudable. As Dyson (2001) explains, understanding attempts to address complex situations, regardless of their outcomes, provides insights into "both the possibilities they opened up and the contradictions that they embody" (p.21). Understanding the struggle for inclusion in New Zealand, as a basis for considering future directions, requires reflection on the complexities of the contexts from which that struggle emanated.

Contextualising the research problem

The struggle for inclusion in New Zealand reflects the possibilities located in a rights-based impetus for social change and the contradictions of economy-based funding and policy mechanisms that have militated against both its acceptance and success. The former had its genesis in world-wide social movements following World War II and the latter in the escalating economic crisis of the 1970s/80s, a critique of state interventionism, and the dismantling of Keynesian welfarism. A comprehensive understanding of inclusion in New Zealand, therefore, needs to take account of the mutually influential links between education, society, state and economy (Stephenson, 2008), and of the compelling worldwide approach to creating inclusive societies that was foreshadowed in the response to atrocities during the second World War and the challenge to racial segregation in the United States.

National and international policy developments

As a key part of the ongoing struggle for educational reform for African American students in the United States (Dougherty, 2004), the 1954 court case, Brown v Board of Education, became a major catalyst for change. In this challenge to the legalised segregation of public

schools, the doctrine of 'separate but equal' was decreed unconstitutional and in violation of the 14th Amendment rights of African-American children by separating them on the basis of the colour of their skin (Patterson, 2001). At this time also the logic of segregated provision for students categorised as having intellectual and developmental disabilities, and the measurement tools on which their degree of 'educability' had been determined, were also being questioned.

The development of the Peabody picture vocabulary test (Dunn, 1959) and the challenge to indiscriminate use of special classes on the basis of flawed assumptions, such as that which conflated intellectual disability with sociocultural disadvantage (Blatt, 1960; Dunn, 1968), added concerns about the effectiveness of Special Education provision. For Blatt and Kaplan (1966) when considering also the dehumanising nature of many institutions, the time had come to integrate students with disabilities into regular public schools, and to create a more open society. Using arguments relating to discriminatory practices and rights for students with specific educational needs, the Education of All Handicapped Children Act was passed in 1975 (Public Law 94.142, 1975).

These American initiatives provided the philosophical framework for a paradigm shift in Special Education in New Zealand (McLean & Wills, 2008). As explained by Ballard (1999), the initial mainstreaming/integration approach to desegregation primarily focused on the assimilation of students with additional needs into regular schools. Although students were physically present in regular classrooms, however, directing attention to how they would 'fit in' as the basis of inclusion meant that the social context of schooling remained unproblematic (Skrtic, Sailor, & Gee, 1996). Gains in the pathway to inclusion in New Zealand were slow, but parents, disability organisation advocacy groups and agentic professionals, were relentless in their struggle for change (Brown & Thomson, 1990). Mobilising key politicians to the cause was crucial (Brown, 2014) and in 1987, Special Education in New Zealand was "thoroughly reviewed" (Brown, 1997, p. 143). The resulting document, Draft Review of Special Education 1987, ushered in principles of equity and collaboration. The intentions of this document were supported in the wider reforms of education that were initiated with the Education Act 1989.

The 1989 educational reforms in New Zealand were complex in their intended scope of influence. They were to be a mechanism in the state's task of mediating the social needs and expectations that were becoming widespread amongst disenfranchised social groups, and the

escalating fiscal problems facing the nation (Dale, 1989). Emanating primarily from developments in the sociology of education (Arnot & Barton, 1992), the increased awareness of education's role in reinforcing inequalities rather than interrupting them had intersected with a right wing critique of an overly interventionist, bureaucratically cumbersome system. The policy response produced a radical change to the role and character of schooling in New Zealand (Stephenson, 2008). The restructuring of education, espousing notions of equity, quality, efficiency, economy and effectiveness, mirrored the neoliberal reforms that had already been carried out in other parts of the public sector. They were characterised by minimal public monopolies, government agencies contracting services to private sector organisations, a shift in focus from input controls to performance targets and measurable output, and devolved management control (Mitchell, 2000; Selvaraj, 2015).

The implications of neoliberalism for current Special Education policy is that its statutory and regulatory guidelines have been shaped by the marketisation of education and the challenges this presents to those seeking to remove exclusionary practices. However, its development is also supported by international debate and formal agreements including the United Nations convention on the rights of the child (UNICEF, 1989), the Salamanca Statement and Framework for Action on Special Needs Education, representing 92 governments and 25 international organisations (UNESCO, 1994), the ratification (United Nations, 2007) and adoption (2008) of the United Nations Convention on the Rights of Persons with Disabilities (2001) and the guidelines for the development of inclusive education policy formulated by UNESCO (2009). National endorsement of social principles includes the Human Rights Act 1993 and the ongoing development of a New Zealand Disability Strategy, first outlined in 2001 as a means of enabling a societal shift from one that is disabling to one that is inclusive (Ministry of Health, 2001).

Fiscal constraints in the country, therefore, coalesced with global views on inclusive education that argued for students and their families to receive appropriate support within an inclusive approach. This support would be determined by what was required to facilitate success for the students, rather than by the need to remediate their perceived deficit (Mitchell, 2001). The basis on which resources would be allocated to fulfil the stated aim of establishing a fully inclusive education system by the year 2000 was laid out in the funding framework document, Special Education, 2000 (SE2000) (Ministry of Education, 1996). However, this somewhat ambitious endeavour fell far short of its projection, and by 2010, monitoring of the progress towards inclusion in New Zealand became urgent. The findings of two separate

reviews of Special Education in 2010, one by the Ministry of Education and the other by the Education Review Office, indicated that there was no room for complacency.

Data for a Ministry of Education review, reflecting the collective views of more than 2000 members of the public throughout the country, were generated by inviting responses to a series of questions relating to Special Education. There were opportunities to respond to questions about transitioning through sectors and about work, funding, quality and accountability. Presenting views on what counted as a successful school and suggestions for change enabled stakeholders to reflect on promising developments as well as possible ways forward. Their responses acknowledged gains, but also indicated some significant shortcomings and public disquiet about the implementation of inclusive education practices (Ministry of Education, 2010a).

The findings from the Ministry of Education review of Special Education were of interest in the planning for this thesis study. The report identified the need for attitudinal change towards students with additional educational needs, which resonated with research findings from much of the national and international literature. Responses also advocated focused pre-service teacher education, in-service professional development, and appropriately informed and engaged school leadership. Implications of these findings, taken alongside those of a simultaneously conducted review from the country's Education Review Office (ERO) that indicated only 50% of schools surveyed were fully inclusive (ERO, 2010), were considered of significance in framing the nature and focus of the inquiry undertaken for this thesis. From the comments of stakeholders, it appeared that the development of teacher knowledge, skills and confidence in engaging with inclusive practices, and critically informed and pro-active school leaders were considered important for the successful development of inclusive schools.

These reviews have been discussed in a number of scholarly and official research accounts (ERO, 2012a; 2012b; Hornby, 2012; McMaster, 2013; 2014; Ministry of Education, 2012a; 2012b; Rutherford, 2014). For this thesis study, the interest was in checking progress of a performance target established by the Ministry at that time – that all schools would demonstrate inclusive practices by 2014 and that 80% of schools could be considered "mostly inclusive" (Ministry of Education, 2010b). When the fourth national report by ERO (2015) on inclusive practices in New Zealand was published, of the 152 schools sampled, 78%

reported being 'mostly inclusive' in comparison with 50% in 2010, with only two schools reporting 'few inclusive practices'.

In November 2015, the Ministry of Education has published a progress report on the Special Education Update commenced in April 2015 (Ministry of Education, 2015a). Based on themes generated from 156 forums with families, school and other education professionals to that time, an Update action plan was outlined. Two of the four areas where improvement was to be focused are of particular interest for the matters being investigated in this thesis. Firstly, the Ministry recognised the need to reorganise how families and educators were being supported, and to simplify immediate and ongoing access to available Special Education assistance. Secondly, the Ministry undertook to support the development of inclusive practices by reviewing teacher education and professional development. The reports to date indicate that, at the beginning of 2016, some uneasiness remains about the extent to which the Ministry's targets set for 2014 have been attained. There are, however, promising indicators of successes, and evidence of context-specific gains. This thesis, therefore, seeks to identify some of the factors that enable or constrain the attainment of inclusion and the implementation of inclusive education practices in secondary schools in New Zealand, particularly as it impacts on students who have additional education needs.

Responding to the literature

Inclusion in New Zealand, and throughout the world, has not been achieved. It can perhaps best be understood as a work in progress. Grounded in principles of human rights and social justice, the quest for an inclusive society struggles for fulfilment in the fast-paced world of advanced capitalism. The sense of urgency to break through the wall of conservatism that has sustained traditional exclusionary attitudes, policy, practices and processes has been reflected in a burgeoning literature in the field. This now includes items from much of the developing world.

The specific foci for this thesis project have developed from an examination of this literature, which identifies that, apart from a small body of commissioned research from official educational agencies, there is little relating to the New Zealand secondary sector in general and teacher education for the sector in particular. Empirical work in these two areas will be informed by an examination of conceptual, ideological, and policy issues that have their genesis in the past.

Policy

The importance of including an historically informed critique of Special Education and its implications within a policy of inclusion has been recognised in a number of New Zealand studies (McIntyre, 2013; Mitchell, 1987; 2001; Selvaraj, 2016; Stephenson, 2014). These critiques are particularly effective in understanding the social nature of developments in the field, in demonstrating the resilience of outmoded practices, but also in recognising the potential for change. Twenty years after the New Zealand government's stated aim "to achieve over the next decade a world class inclusive education system that provides learning opportunities of equal quality to all students" (Ministry of Education, 1996, p. 5), it would appear that a number of issues remain largely unexamined and/or unresolved. Questions about why the policy intentions have not been equalled by the implementation of inclusive practices, have been advanced and attempts to explain the divide have also gathered momentum (Higgins, MacArthur, & Kelly 2009; Kearney & Kane, 2006; MacArthur, et al., 2005; Wills & McLean, 2008).

A major concern in the literature has been how, and the extent to which, the rights of students requiring additional support can be recognised and realised within the dominant neoliberal managerial policy environment (Higgins, MacArthur, & Morton, 2008; Wills, 2006; Wills, Morton, McLean, Stephenson, & Slee, 2014). A further point of focus has been the tensions created by the policy rhetoric of inclusion and the reality of continued Special Education administration and provision (Macartney, 2014; McIntyre, 2013).

The continued existence of special schools, reaffirmed within the review of Special Education (Ministry of Education, 2010a), is seen by some writers as an indication that inclusion as a policy has not been successful (Higgins, et al., 2008). For some parents, however, they are considered simply as one option, primarily for students with "high and very high needs", within an inclusive system (McMenamin, 2009). Nonetheless, as some parents in McMenamin's study demonstrated, this 'option' was in effect a fall-back position, an indication that inclusion in a regular school had been unsuccessful for their children.

Secondary sector and the role of leadership

Higgins et al. (2008) suggest that the generic nature of a number of reports commissioned by government agencies has tended to homogenise needs across educational sectors. Some writers have recognised issues relevant to either the compulsory or non-compulsory sectors

(Bourke & Mentis, 2010; Cullen & Bevan-Brown, 1999; Purdue, 2004; Ward et al., 2009). However, secondary schools, with their focus on curriculum subject specialisation and measurable academic outcomes, present challenges of their own for successful inclusion (McMenamin et al., 2004). Although the way these issues are addressed will be determined to a large extent by individual school contexts, suggestions have been made in the literature for possible ways forward in creating inclusive environments; a major shift in curriculum policy, for example, recommended in the McMenamin et al. (2004) report. Mitchell (2014) advocates engaging with evidence-based teaching. Studies from research students and wider research projects have emerged in New Zealand-based literature in recent years to highlight possibilities such as the development of inclusive assessment practices (Bourke & Mentis, 2014; Guerin, 2015) and bringing about attitudinal change (MacArthur, 2009).

The small but important body of research that focuses on secondary schools and classrooms offers a variety of perspectives on inclusion from the secondary sector. In New Zealand, principals as managers of self-regulating schools have become more visible in the literature. Mitchell (2010) stressed that principals need to be consistent in conveying the meaning and significance of the school's inclusive philosophy. Sharing the vision with others of similar commitment provided a sound basis from which to advocate for the often scarce resources, and to ensure they are distributed equitably. Other identified features of good leadership were the ability to be flexible, to be vigilant in checking student progress and to handle disturbances appropriately. In the most recent of the triennial reviews of secondary schools conducted by the New Zealand Council for Educational Research (NZCER) since 1989, 50% of principals reported having maintained or strengthened an inclusive school culture (Wylie, 2013). Principals have also been recognised at an official level for their expertise in overseeing the restructuring of a significant government service in Special Education (The RTLB Principals' Working Group, 2012), and they are now ultimately responsible for evaluating the school's response to inclusion through a self-review process.

It was considered that including the perspectives of principals, classroom teachers and learning support leaders in this thesis would provide valuable insights into the translation of national and school-based policy and planning principles and recommendations into practice. Understandings from principals and other school leaders offer insights into school-level policy and planning and particular strategies employed to approach organisational factors specific to the school context. Understandings from classroom teachers explained how these are operationalised at the everyday classroom level. Particularly valuable has been the

opportunity to learn more about teacher attitudes towards inclusion, how that impacts their practice, and how they understand the inclusion/Special Education nexus.

Pre-service teacher education

In New Zealand pre-service secondary teachers are not specifically trained to teach students with additional education needs within an inclusive setting and there is a paucity of teaching modules specifically set aside for preparing these students for their work in inclusive classrooms. However, the persistence of deficit-based assumptions about students who require additional support, their impact on teacher beliefs and practices, and implications for students, has been consistently identified as an impediment to naturalising the principles of inclusive education in practice (Ballard & MacDonald, 1998; MacArthur, Kelly, & Higgins, 2005; Macartney, 2007). Unfortunately, there appears to be little done in New Zealand to encourage the required philosophical shift at the pre-service teacher education stage or in subsequent professional learning.

Studies have indicated that many teacher education students have little opportunity to gain comprehensive knowledge and skills to support their development as critical inclusive educators (Kane, 2005; Morton & Gordon, 2006; O'Neill, Bourke, & Kearney, 2009). For Morton and Gordon (2006) this is in part a function of the widespread confusion about what inclusion means and how that might be translated into practice. It is such lack of clarity, they suggest, that opens the way for fragmentation and complexity within the sector, that heightens difficulties experienced in schools and classrooms, and that makes it difficult to convince teachers of the need for, and commitment to, meaningful change.

The difficulties of preparing teachers for inclusive education is also seen to be linked to varying ways of understanding what the task actually is or should be. Here it was not only terminology that created confusion and fragmentation, but also the major shifts in the provision and regulation of teacher education that occurred as part of the neoliberal push for market freedom and competition in education (Lind & Wansbrough, 2009, pp. 5-6). The move from six stand-alone Colleges of Education (only two of which included secondary departments), to a profusion of providers, then to the amalgamation of Colleges of Education and Universities, all in the space of around 15 years, was a recipe for chaos. It was no surprise when findings from commissioned Ministry of Education studies indicated that the commitment and coherence in teacher education required to support the creation of an inclusive education system had not been realised (Greenwood, Cobley, Mikaere-Wallis, &

Fa'afoi, 2005; Kane, 2005; 2006; Kane & Mallon, 2006). Indeed, inclusive education was not even a compulsory component of most programmes.

In 2007, to address inconsistencies of offering, approach, and graduate quality amongst multiple providers, the New Zealand Teachers Council (2007) (now the Education Council of Aotearoa New Zealand – EDUCANZ) launched national standards that pre-service teacher education students are required to demonstrate before graduating as members of the profession. One requirement is that they are able to teach a diverse range of students, or, as Kane (2005, p. 87) says, to "work with all students". Without further direction on how this might be achieved, however, as has been noted elsewhere, a single university subject on inclusion or Special Education "cannot adequately prepare teachers to successfully implement the various aspects of inclusion and its associated practices" (Nagata, 2005, p. 4).

These implications of a fragmented, complex pre-service teacher education sector suggested that a critical examination of the implementation of inclusion in New Zealand secondary schools would be strengthened by gaining some insights into the conceptions that pre-service teachers held about inclusion as they embarked on their course of study, and to seek some understandings about whether their pre-service teacher education experience influenced the nature of their responses to inclusion in any way.

The research questions

This thesis considers the possibilities and limitations of current New Zealand education policy in fulfilling the national and global inclusive education agendas. The particular context of the study is secondary education in New Zealand. It responds to gaps in the literature that have described, examined and critiqued inclusion in education and Special Education policies, practices and processes since 1989 and their implementation within a neoliberal policy environment. Areas requiring further investigation include policy development that reflects state imperatives to balance social and fiscal expectations and demands under a new system of managing the country's public services, and perspectives of practitioners charged with the responsibility of interpreting policy, and creating and upholding inclusive secondary level educational environments. Perspectives of secondary school principals as overall managers of schools, school-based specialists with specific responsibilities for supporting inclusion, classroom teachers, and pre-service teachers as new professionals preparing to enter inclusive classrooms were sought to inform and support arguments developed in the

thesis. The research was underpinned by the following key question and subsequent focus questions.

The key question:

To what extent, in relation to inclusive school settings, are secondary school principals, school-based specialists with specific responsibilities for supporting inclusion, classroom teachers, and pre-service teachers equipped to understand inclusive education policies and implement these in New Zealand secondary schools?

Sub-questions:

1. What are the scope, nature and role of Special Education policy in New Zealand's current context of inclusion, and what has influenced its development historically?
2. What are the conceptions of inclusion held by pre-service secondary school teachers and how are those conceptions impacted by the pre-service teacher education experience?
3. How do principals, classroom teachers and other learning support personnel in secondary schools respond to their students' additional needs in relation to current Special Education policy and inclusive education practices?

The thesis methodology incorporates qualitative and quantitative methods including analysis of literature and official education documents, administration and analysis of a questionnaire and semi-structured interviews. The first research sub-question is addressed directly in Chapters Two and Three. The other two sub-questions are addressed through three distinct studies. For Study One, presented as Chapter Five, a mixed methods Conceptions of Inclusion (CIQ) questionnaire was circulated to pre-service teachers, at the beginning and end of their one-year postgraduate secondary education programme. The survey questionnaire and open commentary box responses formed the basis of data collection. In Study Two, data were derived from semi-structured interviews with principals, specialists variously described as heads of learning or Special Education Needs Co-ordinators, and classroom teachers, in three urban secondary schools. In Study Three, analyses of the documentation developed by the three schools (as independent self-managing institutions) are presented and juxtaposed with current Ministry of Education guidelines, Special Education initiatives and the data from Study Two.

Organisation of the thesis

This thesis is organised into eight chapters. Chapter One has provided an overview of the scope and direction of the thesis. It outlines the problem the thesis seeks to address, contextualises the research in relevant policy development and literature to establish a rationale for the study, and identifies the research questions. The overview of the thesis chapters clarifies how each contributes to the establishment and coherence of the argument presented in the study.

Chapters Two and Three introduce literature relevant to the study through an examination of the policy and theoretical concerns that are central to addressing the research questions. Chapter Two locates the introduction of the policy of inclusion in New Zealand in international and national philosophical and ideological shifts in the role and nature of schooling and questions about who should be schooled where. It draws on selected literature to examine the shifting historical relationship between education, society and the economy in fulfilling state agendas at particular points in time. The chapter traces discursive shifts in policy development and their implications for the practices, choices and experiences of secondary students in having their educational needs met. In demonstrating the social nature of educational provision over time, the chapter provides the theoretical understandings from which to recognise possibilities for change in the current context of inclusive education, as well as the nature of the challenges to be confronted in the process.

The arguments in this thesis reflect the contested nature of the concept of inclusion, its development from Special Education, and its current co-existence with a Special Education Division within the Ministry of Education. Chapter Three discusses literature from across the world that describes and/or attempts to explain the impact of consequent tensions in fulfilling the expectations of the paradigm shift from exclusion to inclusion. This chapter provides a theoretical base from which the central arguments in the thesis can be developed.

Chapter Four reports on the research process and the research procedures employed. The research questions are revisited and the selection of a mixed methods approach developed through three discrete but interconnected studies is justified. The rationale for the use of both qualitative and quantitative methodologies is given, sampling techniques are explained and descriptions of the research participants and the data collection methods used are included. The methods of analysis employed for the respective chapters are noted (to be further explicated in the relevant chapters), and evaluative criteria for appraising the reliability and

validity of quantitative research, and the trustworthiness of qualitative research are addressed. Finally ethical issues as they relate to the current study are explained.

Chapter Five through to Chapter Seven report on the research processes and outcomes which are presented as three discrete but interconnected studies. Chapter Five (Study One) begins with a review of the burgeoning body of literature related to pre-service teacher education to identify the international relevance of this study. It rationalises the methodological approach and describes the research design, materials and procedures through which the conceptions of inclusion held by a cohort of pre-service secondary school teachers were gathered. Findings of the data generated from a quantitative questionnaire with a nested qualitative component are presented and analysed with reference to relevant literature introduced throughout the thesis.

Chapter Six (Study Two) recognises that schools as independent crown agencies will be largely responsible for creating their own response to the policy of inclusion. This will, however, be in line with expectations prescribed in the current school self-review Inclusive Practices Tools (IPT). It, therefore, seeks to gain insights into how inclusive beliefs, attitudes and values, as an integral part of a school's culture of inclusion, are developed and incorporated into practices that support the meaningful presence, participation and achievement of all students within the school. The chapter begins with information about the schools in which the study was conducted, and the participants with whom interviews were conducted. By engaging in semi-structured interviews with principals, learning support leaders and classroom teachers in three secondary schools, processes through which individual and group actors within the schools are able to effect change are examined.

Chapter Seven (Study Three) provides an analyses of three secondary schools' visions, and/or school charters, school and departmental annual planning goals, website material and other relevant information related to inclusion and Special Education and attempts to find commonalities in these data and that of the Ministry of Education. This chapter also draws on the voices of the participants interviewed for Study Two.

Chapter Eight brings together in a synergistic manner the various threads of data collected in Studies One, Two and Three and applies insights from the earlier chapters and the literature to present the conclusions drawn from the findings. This section of the chapter is structured around issues related to: policy dilemmas, secondary teacher education and secondary schools as agents of change. Limitations of the study and unresolved conflicts are identified,

contributions the thesis brings to the field are made explicit, and possibilities for further research are suggested.

Chapter Two

Policy

Introduction

The Education Act of 1989 brought major changes to educational administration in New Zealand under what is commonly described as a neoliberal policy direction (Codd, 2008). This was integral to a system of public sector management, known as New Public Management that was instituted to meet an escalating fiscal crisis. It signalled a radical restructuring of the post-war Keynesian welfare state, the governance of which was mainly achieved through top-down planning of the state's nation building agenda and a strongly interventionist approach (Robertson & Dale, 2002). It was also a response to social pressures to address what had been identified as an inequitable experience by groups that had been marginalised through education and wider societal attitudes and practices (Stephenson, 2008). Commonly understood as "rolling back" the part played by the state in social and economic life (Kelsey, 1993), and within a political philosophy that touted equity as a fundamental principle, this new system provided a means of negotiating the contradictory economic and social tensions facing the nation, whilst averting a crisis of legitimation for the state (Dale, 2008).

For education, New Public Management was inscribed through down-sizing and restructuring of the central Department which, as the Ministry of Education, would focus on policy, review and audit functions; abolition of the regional education boards that had mediated the state-school administrative interface since 1877; and devolution of responsibility for economic and organisational management to the local school as "the basic 'building block' of education administration" (Department of Education, 1988b, p. 1). When taken in tandem with changes initiated with the Public Finance Act (New Zealand Government, 1989a), local school Boards of Trustees were obliged to manage their finances within a centrally defined funding regime – often engaging in competitive contracting amongst service providers – and to establish transparent administrative systems that would enable internal and external reporting. As had already occurred with other public sector institutions in New Zealand, market and managerial values such as 'competition', 'efficiency', 'user pays' and 'accountability' were thus

translated into education within a rhetoric of 'choice' and 'local autonomy'. This had considerable implications for schools and school populations. As state legitimation has moved more and more in line with accumulation imperatives (Robertson & Dale, 2002), rights-based discourses that had emanated from the impact of post-World War II social movements jostled uncomfortably with the managerial approach to education. This was the context within which an exclusionary form of Special Education provision for students 'with special needs' came to be challenged, and New Zealand's commitment to inclusion became part of a wider global discussion about equity, education, and inclusive educational practices (Brown, 2014).

This chapter presents a discussion of aspects of education policy development in New Zealand with a view to understanding the shifting social, economic, political and ideological contexts within which Special Education provision has been established and named. It first identifies the complexity of the current context by locating Special Education within a policy framework that espouses inclusion for diverse school populations. In raising questions about the paradoxical nature of an inclusive system that maintains a Special Education division and separatist forms of provision for some students, the chapter then engages in an historical discussion of the shifting discourses through which young people categorised as having special educational needs became known and their educational needs understood. This includes consideration of the forces of change that operated to create a paradigm shift in 1989 and the struggle to have the principles underpinning that shift realised in practice.

The chapter concludes with a survey of ongoing attempts to resolve the tensions that continue to shape the translation of the principles of inclusion into practice.

Inclusion and Special Education: the current context

The system of compulsory state education in New Zealand provides schooling for young people between the ages of 6 and 18 years, although officially most primary school enrolments occur at 5 years. Approximately four-fifths of the total student population consists of state-enrolled students with the total number of state, private, and partnership schools in New Zealand being 2,538 in July 2015. These include 1,963 primary schools (including intermediate schools), 170 composite schools (comprising primary, intermediate and secondary schools), 367 secondary schools and 38 special schools (Education Counts, 2015a).

New Zealand schools have ethnically, culturally, socially and experientially diverse student populations, which reflect its colonial heritage, its location in the South Pacific, current global migration trends and a socially stratified population. Although a principal aim of education has been to support equality of educational opportunity, not all of the country's young people have been able to access the opportunities education affords. The most recent available data on child poverty in New Zealand has shown that 24% of children – about 260,000 – live in poverty (Children's Commissioner, 2015, p. 10). Child poverty has been identified as having significant implications for educational achievement (Carpenter & Osborne, 2014), and some support for students living in poverty has been introduced in schools, often organised by community groups.

Māori and Pasifika children "account for a disproportionate number of children living in poverty" (Children's Commissioner's Expert Advisory Group, 2013, p. 3). For many Māori, schooling in culturally safe contexts is prioritised. There are 17,842 students enrolled in Maori medium education, 2.3% of the total school population. Of these, 97.1% identify as Māori and 57.6% attend a school where all students are enrolled in Māori medium, that is, where students are taught the curriculum in Māori language for at least 51% of the time (Education Counts, 2015b). Māori bilingual options are also available in some schools and, reflecting the growing Pasifika influence in the country, bilingual classes in some Pasifika languages have also been developed. Evidence that the education system has not always served Māori, Pasifika and students living in poverty well has been reinforced by results from international comparisons that report a relatively high overall achievement of New Zealand students, but, in terms of distribution of student performance, indicates low equity in learning outcomes (Organisation for Economic Cooperation and Development [OECD], 2012). This has prompted the development of five-year forward-thinking educational strategies/plans for these groups of 'priority learners'.

An outcome of the marketisation of education that was initiated with the major restructuring of educational administration in 1989 has been a further increase in the number of students for whom English is a second language because international fee-paying enrolments have been accepted for religious and secular, private and state schooling. This has contributed to the increasing diversity of school populations.

Students who continue to be categorised by the Ministry of Education as having 'special education needs' are, in an inclusive environment, also perceived more simply as being part

of the diverse student body. There remains, however, a Special Education division of the Ministry, through which a range of support is available for students who experience challenges at school because of physical, sensory, intellectual, emotional or behavioural characteristics. According to the latest up-date recorded in 2014, The Ongoing Resourcing Scheme (ORS), a funding scheme for students with high educational needs, supports 8,252 students (1.1% of total schooling population). More boys receive ORS funding than do girls (65%), and the distribution of the resource across ethnic groups is in proportion to their representation in the general schooling population. Eligibility for ORS funding is decided by categorisation of students as having high needs (74%), very high needs (23%) and moderate to high needs (3%). The final group comprises students exceeding 9 years of age and is known as the "extension category". Created in 2010, it was established to support students who, in previous years, had narrowly missed qualifying for ORS funding (Education Counts, 2014).

A service specific to New Zealand that has been developed to support students with additional needs is the resource teachers of learning and behaviour (RTLB). The RTLBs are funded to work across a cluster of schools with Years 1-10 students in an inclusive environment, and to offer advice and skills where required for the teachers. Their role can include working with young people moving into state care. A range of other forms of additional support is available to all students within the compulsory schooling sectors. How this gets distributed, however, is neither clearly defined nor evidenced. Such uncertainty has been attributed to varying interpretations of and commitment to the current policy of inclusion, despite the Ministry of Education's emphasis on the idea of inclusion and inclusive educational practices in its Statement of Intent 2014-2018 (Ministry of Education, 2014b). Articulation of the paradigm shift to inclusion in 1989 has been accompanied by shifts in understanding of rights to education, in the parameters of entitlement and in visibility of need, all of which are encapsulated within the current discourse of diversity.

In New Zealand, while the responsibility for the development of education legislation remains in the care of the state, as noted above, the policy making is the responsibility of the Ministry of Education, which is then disseminated to Boards of Trustees who are charged with the task of developing inclusive educational practices in order to invoke the policies. Officially, this is stated as ensuring that practices in the school are 'fully inclusive of all students', that family and whānau 'are represented effectively in planning and decision-making', and that 'a safe physical and emotional environment' is provided for all members of

the school (Te Kete Ipurangi, 2015). In practice, there is the possibility for variable interpretation of these guiding principles at school and classroom levels. As has been widely argued and demonstrated, attitudes towards inclusion underpin the understanding and development of inclusive educational practices (Avramidis & Norwich, 2002; Boyle, Topping, & Jindal-Snape, 2013; Florian, Young, & Rouse, 2010; Loreman, 2003; 2007). How the policy is operationalised will, therefore, be specific to every school.

The current context presents challenges for successful implementation of inclusion in New Zealand. Exclusionary forms of provision are retained formally in terms of special schools, particularly for ORS-funded students, and exclusionary practices prevail in schools that have separate Learning Support Departments. Separate funding is sometimes allocated for these to operate (Hornby, 2012). Further tensions are embedded in the nomenclature, as the discourse of inclusion intersects with the historically dominant – and contradictory – discourse of 'special educational needs', in itself bound by historically specific discourses of what it had meant to be a student 'with special needs'. These historical antecedents are now examined.

The development of Special Education: The discursive trajectory of exclusion

The shift to inclusion has developed in response to a long history of ideologically grounded categorisation, segregation and exclusion (Stephenson, 2008). The earliest forms of what later came to be called Special Education in New Zealand were initiated by community groups in the early colonial period. In the absence of a settler government and central education bureaucracy, members of settler communities developed industrial schools and orphanages for children who were seen to be in need of care or control. Such initiatives excluded them from the rest of society on the grounds of 'uncivil' behaviour or for fear that lack of appropriate socialisation would render other children seen to be particularly vulnerable or 'at risk' of engaging in such behaviour (Stephenson, 2008). These attitudes were embedded in various, often contradictory, meanings about the child – as disorderly objects of pity and/or fear and distrust, they became dependent on charitable endeavour. Unable to fend for themselves or to help themselves from falling into further disrepute, they were 'in need of help' to put (or keep) them on the right track. Their dependence and 'inferiority' as desirable citizens meant they should be removed from 'civil' society, and 'rightfully' disqualified from full participation in social or economic life. Their chance of redemption lay in targeted provision where they would undergo appropriate forms of 'treatment' with appropriate support. The passing of the Neglected and Criminal Children Act in 1867 enabled the

colonial state to take oversight of these initiatives in the interests of both the children and the wider society. As Stephenson (2013, n.p.) explains:

> The practice of isolating the groups known as neglected and criminal children in the country's early industrial schools was justified on the grounds that as agencies of sound moral correction, the institutions would not only support social stability, but they would also offer hope of redemption for the children.

Ten years later, when the national system of compulsory state schooling was established, two further dimensions of categorisation were defined that would impact the nature of participation for some young people in education. The first was when 'temporary or permanent infirmity' was written into the Education Act 1877 as grounds for exemption from school attendance (CCS Disability Action, 2010). The second was made possible the following year when, in accordance with Section 100 (7) of the Act, regulations that set out six curriculum 'standards' for the national primary schools were introduced (New Zealand Gazette, 1878). These became the basis for the annual examinations, success in which enabled promotion to the next standard level. When students did not progress through school at the anticipated rate, factors such as irregular attendance, poor teaching, physical incapacity and intellectual dullness were put forward in inspectors' reports as possible explanations (see the annual E-Reports for the 1890s in the Appendices to the Journals of the House of Representatives [AJHR]). As the first "official norms" – in terms of educational performance – against which New Zealand's settler children would be assessed and compared, the standards thus enabled the creation of "intellectually backward" children (Stephenson, 2008, p. 7). It was addressing questions raised about these newly identified 'problem' groups of children within a universal national system that prompted the next phase in the development of 'special' provision in New Zealand.

Apprehension that the time it took teachers to meet the needs of children not progressing with their age peers would compromise the interests of the wider group prompted some examining inspectors to recommend a form of segregated provision be established in which preparation for promotion could receive focused attention. It was not until the early 1900s, however, when an increased concern with health, hygiene and sanitation in the medicalisation of society coalesced with the emergence of international research in fields such as developmental psychology and intelligence testing, that change was considered seriously (Stephenson, 2014). At this time also, when New Zealand's population was declining, the

'uncivilised' behaviour of young people in the industrial schools was being linked to the moral, physical and intellectual health of the collective population through the impact of eugenics – another form of developing knowledge. To support their ideas, the eugenicists drew on the development of increasingly sophisticated categorisation procedures such as case studies and 'pedigrees' (statistical analyses of a family's genetic information). They also made consistent reference to the opinion of people who were gaining attention as experts in the newly developing social knowledges.

There were relatively few New Zealanders promoting eugenics publicly, but they were often influential and trusted members of society. They included medical and welfare workers, philanthropists, members of the clergy, and politicians. The underpinning ideology of eugenics was also shaping the ideas of leading figures in education, including the newly-appointed Inspector-General of Schools, George Hogben (Stephenson, 2013). As he sought to review legislation relating to industrial schools and to address the concerns about children not qualifying for promotion to the next standard in the regular schools, Hogben was clearly influenced by eugenic thought. In this way of thinking, unacceptable behaviour and inability to proceed at an anticipated rate through school were matters of biologically determined (in)competence. It provided the basis on which the supposedly neutral medical model of understanding 'normality' and 'treating' difference could be legitimated (McLean & Wills, 2008). International initiatives that had been developed to address such issues were to provide Hogben with the blueprint for developments in New Zealand.

In 1907 Hogben visited a variety of education facilities across Europe and America and became convinced of the need for various forms of specialist provision for students he believed were not readily accommodated in their local schools or within their expected standard level (Department of Education, 1908; Roth, 1952). On his return to New Zealand, the country's first reformatory for 'feeble-minded' boys was established. Influenced by eugenic categorisation and uncritical linking of intellectual and behavioural characteristics, Hogben modelled the institution on one that had impressed him in Chicago, and placed it under the leadership of an expert in the field he had recruited from London. Hogben also brought back the ideas that provided the foundations for ungraded 'special classes' (comprising students from different 'standard' levels) that would be written into the Education Act 1914 and established within the following decade. According to David Ross, a former Special Education departmental officer, establishing the first 'special class' was pivotal in the administrative co-ordination of Special Education services in the country (Ross, 1972).

Crucial also in bringing together the various services for young people under state guardianship was the creation of a Child Welfare Branch of the Education Department in 1925. Subsequent developments were increasingly dependent on categorisation of students across a number of dimensions of difference.

By the 1930s, 49 special classes had been developed for students on sensory, physical and health-related grounds. This included 11 hospital classes. In schools, promotion by examination success was giving way to social promotion as the preferred model of determining student progression, and with this change came greater attention to an individual child's mental 'capacity' rather to his or her attainment relative to others. These developments also had implications for the administrative placement of the students. Those deemed 'educable' were accommodated within the Education Department's schooling system. Those deemed 'ineducable' were placed under the Mental Hospitals Department or the Health Department. Classification remained central to these arrangements, which involved also a network of medical and educational personnel, including supervisors of 'special classes' (Stephenson, 2014).

Drawing on Fulcher's analysis of traditional discourses of disability, the interdependent medical, charity and lay discourses are recognisable as underpinning these developments in Special Education. With the fusing of health and educational concerns and fuelled by the supposedly scientifically-based eugenic ideology in shaping the dominant perception of moral, mental and physical degeneracy in New Zealand, the medical discourse became a dominant theme. This framed what Moore et al. (1999) called the functional limitations model of Special Education. In this model, students' schooling problems were located within the students themselves, as a function of their personal characteristics that were seen as deficient or inappropriate. Closely linked, and circumscribing the benefits of 'special' provision and targeted treatment by knowledgeable and caring persons, the charity discourse conceptualised those requiring such provision as objects of public concern – helpless, needy, and inciting pity and sympathy (Neilson, 2005). Together with the lay discourse that invoked stigmatising labels, initiatives developed within the rhetoric of charitable endeavour served instead to marginalise those labelled as inferior, to silence their perspective, and deny individual rights of citizenship as contributing members of New Zealand society (Selvaraj, 2016).

Towards change: Shifting the discourse

The impact of the Great Depression and the election of the first Labour Government in 1935 brought major social, economic and political changes to the country. It also brought a new way of thinking about education that reflected the significance of international trends towards progressive education. These were embraced by two key people engaged in education at the time: Minister of Education, Peter Fraser, and Clarence Beeby, who later became Director of Education. The view that education should support the individual student, regardless of his or her ability, was expressed in a new mission statement, penned at a meeting of the two men for Fraser's annual ministerial report on education.

> The Government's objective, broadly expressed, is that every person, whatever his level of academic ability, whether he be rich or poor, whether he live in town or country, has a right as a citizen, to a free education of the kind for which he is best fitted and to the fullest of his powers (*AJHR,* 1939, E-1, pp. 2-3).

A reflection of this objective was the raising of the school leaving age to 15 and the abolition of the proficiency examination after 1937. The examination, established at the turn of the century, had acted as a filter to secondary education for many of the country's youth. Nonetheless, secondary schools, once considered the preserve of an elite group (Thomas, Beeby, & Oram, 1939), were by 1948 accommodating the diverse needs and interests of 85% of primary school leavers. This was in contrast to arrangements for students in institutionalised care, whose period of committal could extend into adulthood.

The onset of war brought its own problems, however, as escalating concerns about truancy, low achievement and home difficulties prompted the authorisation of Education Boards to appoint visiting teachers in some of the larger centres. By 1944, nearly 1,800 students were enrolled in a variety of special schools, classes or clinics (CCS Disability Action, 2010).

Attempts to professionalise Special Education saw, for a short time, a third year of specialist study in the education of 'backward' children for pre-service teachers, and in 1948, the appointment of Dr Ralph Winterbourn, an Education Lecturer at Canterbury University and involved in Industrial and Organizational Psychology, as the first educational psychologist in the Department of Education (Jamieson & Paterson, 1993, p. 3). The establishment of the psychological service became a central source of support for the students who were part of the Department's Special Education Division (Bowler, 1997; Winterbourn, 1953). However,

segregation based on the medical model continued to dominate as the optimal means of providing individualised opportunity for (and control of) students 'with special needs'.

During the post-war period of industrial expansionism, economic prosperity and full employment supported the country's distinctive social democratic welfarist policies, under a strongly interventionist state. At the same time, and emanating initially from a parent group voluntary organisation, the late 1950s saw the beginning of a period of rapid expansion of special school and special class providers (Moore et al., 1999). In 1962, the extensive Report of the Commission on Education in New Zealand was released and included a section on "special education for the handicapped" (Currie, 1962, pp. 464-475). Despite recognition that this was one of four areas of on-going concern for the Department, the celebratory tone of this report about the national education system was positive in its enunciation of the services available. It was "reluctance to set apart from their fellows any group of children who [could] reasonably well be catered for in the normal classroom" (p. 465) that drove the preference for special classes and clinics.

Legislative response to the Currie Report recommendations came in 1964. Under Section 98 of the Education Act 1964 the Minister could "authorise the establishment of, any special class, clinic, or service, either as a separate unit or in connection with any State primary school, secondary school, or technical institute" (New Zealand Government, 1964, p. 1105). Under Section 100, regulations could "provide for the training of teachers for the purposes of special education" (p. 1107). A decade later, the shifting social and economic landscape in New Zealand would intersect with international concerns about social justice to shape the national consciousness and become a major impetus for ushering in what Fulcher (1989) calls the 'rights discourse', which argued that all students had the right to be enrolled with their peers at a state school of preference. Agitation to have the rights of children 'with special needs' recognised and addressed came, directly or indirectly, through a number of channels.

By the 1970s economic stability was giving way to fiscal crisis and unemployment. The impact of increasingly apparent structural inequalities raised concerns at the 1974 Educational Development Conference that the espoused goal of equality of opportunity could not be realised by the current system. Calls for a policy based on the principle of equity would resonate with legislation introduced in America the following year. The Education For All Handicapped Children Act (1975) (Public Law 94.142) legislated for a Commissioner who could guarantee state and local provision of education in "the least restrictive

environment" (p. 792) and established the rights of students to a "free appropriate public education which emphasises special education and related services designed to meet their unique needs" (p. 775). This provided the much-needed basis on which rising awareness of inequalities could be argued.

In New Zealand, The Human Rights Commission Act 1977, while decreeing discrimination in employment and education unlawful, did not identify disability as a factor to be considered (New Zealand Government, 1977, p. 392). This prompted sustained advocacy for appropriate legislative recognition between 1978 and 1981. Of significance were recommendations from The International Year of Disabled Persons National Committee for amendments to the education legislation which would allow students with disabilities to be educated in "normal school environments", and to support the training and employment of people with disabilities as teachers (CCS Disability Action, 2010, p. 11). With other advocates drawing attention to the number of children who were not receiving the educational services appropriate to their needs, the Hon. Mervyn Wellington, the Minister of Education at the time, promised legislative action to address some of these concerns (Brown, 2014). What was significant about this period was that it provided a context in which resistance to structural inequalities, discrimination, exclusion and oppression gained traction and the potential for change was enhanced. It provided possibilities for concerned people at all levels – families, teachers, interest groups and those in public positions – to become agents of change. The impetus for such change came with the election of a Labour Government in 1984.

Towards a managerial discourse

To understand the nature of the changes brought about by the Education Act 1989 (New Zealand Government, 1989b), it is necessary to take account of the escalating political, media and public debate relating to the management of health, education and welfare spending that preceded it. The 1980s was a period of economic uncertainty and questions were raised about the cost to the nation of maintaining its highly interventionist approach to welfare when weakening financial reserves and the push for New Zealand to become part of the globalised market were seen to be of critical concern. When the fourth Labour Government was elected in 1984 and made aware of the enormity of its inherited national debt, it was faced with the tensions of mediating demands for equitable access, opportunities and outcomes from the increasingly visible social groups that were recognising education's role in supporting their marginalised position rather than alleviating it, and those of right-wing campaigners who

were advocating free market principles, minimalist state intervention and a return to basics in education to support a competitive position in the global economy. As Brown (2014,) states, the period between 1984 and 1987 was "a time of significant and rapid change in New Zealand, marked by intense ideological and political struggle" (p. 45). She referred to this as "the conjunctural policy years" (pp. 51-54), where the goal of the government was to identify the current trends and to prepare for their implementation and subsequent funding.

While education was not the immediate priority on the agenda of the new government, by 1987 two key documents – one relating to curriculum change and the other to Special Education – had been drafted for review. Together with The Curriculum Review (Department of Education, 1987a), a Draft Review of Special Education (Department of Education, 1987b) was initiated as being at the core of teaching and learning. In the lengthy process of preparing the former document, a number of submissions identified social alienation and academic marginalisation as issues of concern for students within the Special Education Division. The latter document could address such concerns more directly. It advocated a system in which supporting children "with special education needs and disabilities" would be "a co-operative enterprise of parents, the community, students and special educators" (Department of Education, 1987b, p. 14). Planning and ongoing support for mainstreaming of all children was recommended with a view to developing a 'special needs' programme that was "universal, integral, lifelong, unified, needs-based and accountable" (CCS Disability Action, 2010, p. 12). In this document also, recognition of the rights of the students was expressed in the concern to secure an unproblematic acceptance of the importance of education for all students and to ensure resources would be available to meet student needs (Brown, 2014). Variable forms of full or partial 'mainstreaming' were posited as viable options, and received variable degrees of critique in terms of upholding or undermining the rights of students to an education in the least restrictive environment. As Brown's research with politicians and leading interest group advocates at the time demonstrated, there was a sense of urgency and commitment to working together, and with parents, to ensure that the rights of students with additional educational needs would be recognised and appropriately addressed in legislation and practice (Brown, 2014).

Managing rights

The period 1987-1990, referred to by Brown as 'the structuralist policy years', reflected the impact of the change to the state's model of governance from one based on consensus to one

privileging fiscal imperatives (Brown, 2014). This model underpinned a new direction for education in New Zealand that was about to undergo the most radical changes that it had experienced since its inception in 1877. The overarching reform to the administration of education, termed Tomorrow's Schools (Department of Education, 1988b), was based on principles of equity, quality, efficiency, economy and effectiveness and followed the recommendations of the Picot Report, commissioned by the New Zealand Treasury Department (Department of Education, 1988a). This was to be achieved through a system of self-managing schools operating independent of any local body jurisdiction. As noted by the Hon. David Lange, Minister of Education at the time, the model being introduced "placed decision making as close as possible to the point of implementation", would allow "more parental and community involvement", and "lead to improved learning opportunities for the children of this country" (Department of Education, 1988b, pp. iii-iv). The establishment of a Parent Advisory Council was to provide a forum through which people who were concerned that their needs were "not being acknowledged, or not being met, by the school system" could have those concerns heard, and which could "help parents, and promote their interests, in relation to the education of their children within the school system" (New Zealand Government, 1989b, p. 1805).

During the reform process, parents and educators were offered opportunities for input into the policy documents, yet the influence of Treasury, the main driver of the policy direction, foreclosed meaningful negotiation. With its orchestrators intent on replacing the overly-bureaucratic Department of Education with a more streamlined efficient institution as part of its reform, and to create a vision of economic success to disrupt what was seen by right-wing players as pervasive welfare dependency, the reforms were enacted with speed, allowing no time for careful deliberation or intervention (Peters, 1995). Attempts by educationalists and other concerned members of working groups to keep concerns for equity on the agenda in the early phases of implementation proved difficult to maintain. Under Finance Minister, the Hon. Roger Douglas, the reforms continued the managerial thrust characterised by those that had already been carried out in other parts of the public service sector (Dale & Jesson, 1993). With devolution of decision-making to the newly formed local Boards of Trustees as school management bodies, a quasi-market form of organisation was established (Thrupp, 1997; Whitty, 1997), through which the role of the state changed and schools, as independent crown agencies, were obliged to operate increasingly in line with market sector arrangements. Management became important and schools were encouraged to adopt more efficient

business practices. A major implication for students requiring additional support in a competitive market environment was the introduction of contracting as the mechanism for managing the allocation and delivery of services (Fiske & Ladd, 2000). The financial direction taken by the government, often referred to as Rogernomics after its architect, became a point of conflict with stalwart Labour caucus members. The fragmentation of educational services and their delivery under the privatisation agenda, uncharacteristic of a left-wing government, became known as the new right (Dale & Ozga, 1993).

The Education Act 1989 expressed the rights discourse in giving all students the same right to attend their local school, and all parents the ability to choose to have their child 'mainstreamed' at the local school. The requirement for schools to honour these rights was reasserted in a charter framework with which they were provided to guide their implementation of the policy. This included ensuring a commitment to equitable outcomes for all students, "irrespective of their ability or disability" (cited in Wills, 2014, p. 72). However, uncertainty about what this meant for meeting the goal of inclusion as expressed in the 1987 review documents focused on whether there would be sufficient funding to support the policy objective. Questions were raised about how this would be determined and allocated given the new management and funding structures – the role of schools and communities as decision-makers, and that of the newly-established Crown entity, Special Education Services (SES), that was contracted to provide services to support students with additional learning needs. At that time 80% of the money was centrally-funded (via a funding grant from the Ministry of Education to the Special Education Service) with the remaining 20% to be contracted by schools. Within this decentralised and self-management framework, tensions mounted for schools, parents and students when there was a need to compete for resources, the funding of which became contestable from a limited government allocation. There were also reservations about whether including all students within the mainstream classroom could be assured if special schools were closed. Apprehension generated by inadequate stakeholder consultation, coalesced around concerns that the promise the new administrative system was touting was little more than a vision.

If there was initial doubt and confusion, a follow-up Labour-led review (Ministry of Education, 1990), which tightened economic stringency and reaffirmed the New Public Management policy approach (Dale & Jesson, 1993), confirmed that there was reason to be cautious. In the view of Peters and Marshall (1996, p. 68), the Lough Report, also known as Today's Schools, was essentially "a managerial exercise" that asserted the neoliberal stance

of Tomorrow's Schools to the extent that it linked comfortably with the amendments to the Education Act 1989, introduced by the National Government following its election later that year. According to Lauder (1991), the National Government was able to capitalise on Labour's reforms of educational administration as the key to economic success. With her 'mother of all budgets', Finance Minister Ruth Richardson, supported by colleagues who became known collectively as the 'razor gang', engaged in a harsh demolition of the social reforms for which New Zealand had become renowned, taking what she considered the 'best fit' of the education policies of the late 1980s into her new vision. However, the amendments to the 1989 Act had major implications for the equity-based intentions of Tomorrow's Schools, and, in that they dissolved the Parent Advisory Council, for the possibilities that parents would have a forum for their concerns to be heard (New Zealand Government, 1991).

Citing their pre-election manifesto, Wills (2014, p. 73) suggests that the National Party had "signalled the intention for greater flexibility" by retaining special schools and special classes as best meeting specific needs. "Full mainstreaming" would be provided only "where parents and schools feel it is appropriate and proper". Although the Education Act 1989 had been recently implemented, it was subjected to scrutiny by the new government. In its attempts to address the terms of the legislation, the Ministry's release of a Special Education Statement of Intent reiterated the intention to retain options as a means of ensuring a quality educational environment for all learners (Ministry of Education, 1991). In addition, as a means of determining an appropriate way forward, a Special Education Policy Implementation Team (SEPIT) was established to engage in consultation rounds (1992-1993) with relevant groups and individuals to gather feedback relating to progress in implementing the Statement of Intent (Wills, 2014).

It appears that Special Education did not come high on the agenda. The SEPIT report was neither released nor acted upon. Rather, the Minister's response was to develop, in partnership with parents and students, Special Education Policy Guidelines to reiterate yet again the legal right of all students to enrol in and attend their local school, and the possibility that some would be better served in learning environments other than regular classrooms (Ministry of Education, 1995). The following year the release of the document Special Education 2000 (SE2000) affirmed the intention of the policy – that within a decade "a world class inclusive education system" would be attained (Ministry of Education, 1996, p. 5). A panel of officials would verify entitlements for students as deemed appropriate. Students with additional needs were to be schooled in inclusive classrooms where consistent funding

mechanisms and paraprofessional support from external providers and teachers would be available where necessary. Specifically, the aims were:

> to improve educational opportunities and outcomes for children with special education needs, ensure a clear, consistent and predictable resourcing framework for special education and to provide equitable resourcing for those with similar needs irrespective of school setting or geographical location. (Ministry of Education, 1996, p. 4)

The new impetus for success as a collaborative endeavour was summed up in the phrase – "getting it right together" (Ministry of Education, 1998). There was, however, no law saying this should happen.

Checking progress

Under neoliberalism and the New Public Management model, the state systematically reallocated aspects of its governance activity to the local level (devolution) and in the process drew on an increasing number of commercial, professional and non-profit interests in competitive and/or collaborative arrangements and partnerships (Dale, 2008). For Special Education this underpinned changes in the form, nature and scope of provision, funding and control of the sector through a decentralized school management process and system of capped funding (Wills, 2009) that bears the hallmarks of the corporate approach to 'managing disability' that became dominant in defining policy directions and practices in modern welfare states (Fulcher, 1989, p. 20).

After much dissatisfaction with the apparent limited progress in fulfilling the intentions of inclusion and ensuring inclusive education, a commissioned review confirmed that the plans for Special Education, as laid out in SE2000, were not meeting the intentions of the policy developers (Wylie, 2000). A major criticism pointed to divisions within the funding mechanisms that made it difficult to provide a seamless and integrated system. More significantly, for what seems to be the first time, the particular needs of secondary level students were made visible, recognising how the fragmentation of funding agencies and receivers had tended to obscure the situation for secondary schools that were attempting to meet the needs of students at higher levels. For this reason Wylie (2000) recommended that "systems to ensure information on students, including earlier observations and specialist assessments [were] passed on with the student" (p. 9). This, she observed, was "particularly

important for students whose condition [did] not become apparent until they [were] at intermediate or secondary school, and for students entering the school system" (p. 9).

Wylie suggested changes that she believed would encourage regular attendance and engagement. She called for a more flexible approach in the severe behaviour initiative that would enable greater inter-sector communication and cooperation. In order to encourage regular attendance and engagement, she also advised that greater attention be given to the particular nature of the needs of students at the secondary level. These included "greater curriculum differentiation, structures (e.g. schools within schools) which enable teachers to have closer knowledge of individual students, and more off-site learning, using project-based and work-related experience" (Wylie, 2000, p. 11). Tagged staffing for a Special Needs Education Co-ordinator [SENCO], a more taken-for-granted integration of and co-operation amongst support systems, sensitive incorporation of teacher aides in the school programmes, greater flexibility of funding, and the need to take account of both social and academic factors in a student's schooling experience were also raised as significant issues.

Wylie's concerns about the inequality of resourcing and opportunity for students with additional needs provided firm evidence that there was still some way to go before the realisation of collaborative and consultative processes and cementing of the espoused theories and practices of SE2000 in the delivery of services could be celebrated (Selvaraj, 2012). She was not alone in her assessment. Massey University also conducted evaluation and monitoring of SE2000 between 1998 and 2001 to focus on changes to funding and delivery of services that were put in place throughout the review period. The reviews indicated that although satisfaction with SE2000 as a principle and in its effects for students increased, the area of least satisfaction was with the Severe Behaviour Initiative, in particular the funding, structures and models for intervention (Bourke et al., 1999; 2000; 2002). Of further concern were "relationships between stakeholders, students, parents, schools, agencies" (Milligan, 2002, p. 318).

Higgins et al. (2008) have argued that the original aim to achieve a world-class inclusive education system has often assumed a somewhat simplistic understanding of the level at which the quest for inclusion becomes relevant, and obscured within government commissioned agencies that tend to homogenise needs across education sectors, compulsory and non-compulsory. Yet, ministerial and service delivery changes have continued to fall short of addressing how secondary school students with additional needs could access the

curriculum based on the principles of the Education Act 1989. Furthermore, since the majority of SE2000 initiatives ended at Year 10 at that time, there was little funding or support available for secondary school students between Years 11 and 13.

In 2000 Wylie was raising critical questions about the usefulness of using ERO as an auditing agency in this area of a school's work. She questioned whether their reviews were accurate in their representation of "special needs provision in school" or whether they were "too reliant on documentation which may provide a rosier picture than the reality" (Wylie, 2000, p. 82). It does not seem surprising, therefore, that New Zealand secondary school educators have continued to grapple with how to provide teaching support for all students within the notion of inclusive education.

Community response and activity

The issue of compulsory inclusion of students with special needs was put to the test between 2000 and 2002 when 14 parents, supported by The Quality Public Education Coalition (QPEC), a group concerned about the impact of the competitive market model in education, took a case against the Crown for a breach of its obligations to children with 'special' educational needs. Known as the Daniels' case, the inquiry sought to retain the right of parents to keep their children with significant disabilities within special schools, rather than being taught within an inclusive classroom (Deed of Settlement, 2002). The High Court ruling favoured the parents, seemingly also finding SE2000 to be "inconsistent with the Crown responsibility for children with SEN, as outlined in the Education Acts of 1964 and 1989" (Wylie, 2002, p. 3). For Ryan (2004) the outcome left everyone "in the unhappy state with a limited right to education and a corresponding lack of ability to enforce it effectively" (p. 768).

Continued ambivalence prompted the formation of the prominent Inclusive Education Action Group (IEAG) in 2006 (Morton, Higgins, MacArthur & Phillips, 2013, p. 754). This group comprised disabled people, parents, academics, education practitioners and staff from non-government organisations (NGOs) who, with the Coalition Government of the Act, National and Māori Parties in 2009, became the key drivers behind the Review of Special Education (Ministry of Education, 2010a). The CCS Disability Action and IHC Advocacy Services also lobbied to ensure that the rights of students with additional needs were recognised and realised within the dominant neoliberal managerial policy environment (CCS Disability Action, 2010; Morton & McMenamin, 2009; Nicholls, 2012).

Ministry of Education initiatives and inclusive education, 2010-2015

Reviews of Special Education 2010

As noted in Chapter One, the Review of Special Education (Ministry of Education, 2010a) received 2000 responses from groups and individuals to 10 questions on matters such as funding, quality, accountability and transitioning. They reflected intentions expressed through the Education Act 1989, the United Nations Convention on the Rights of Persons with Disabilities (2007), and the New Zealand Disability Strategy (Ministry of Health, 2001). Considered the first serious attempt to integrate the voices of stakeholders, the submissions identified significant shortcomings in meeting their expectations of an inclusive education system.

One significant finding related to the education of teachers for inclusion. About 20% of the respondents felt that teachers were not well prepared in the field of Special Education. However, it appeared that there was some recognition that pre-service teacher education should just be the beginning point of knowledge transmission, as 30% felt that the training should be on-going for teachers in schools (Ministry of Education, 2010a, p. 16). Nonetheless, there were suggestions as to how pre-service teachers might become better prepared. Some respondents believed that a compulsory component should be integral to all teacher education programmes. This would include support in adapting the curriculum and classroom management. Others felt practicums could be better utilised in supporting this aspect of the teacher education process. Spending one practicum in a special school or focused entirely on Special Education were two recommended options (p. 17). It was also considered important that on graduating, new teachers should be familiar with research-informed effective practices in working with children 'with special needs'.

About 40% of respondents suggested there could be some improvement of internal school systems and processes. Strong leadership was seen to be crucial in bringing about change, along with well-informed Boards of Trustees (Ministry of Education, 2010a, p. 23). On-going professional development for all staff was seen as the top priority for 20% of the respondents (p. 20). Retaining the current range of settings, including special schools, was the preferred option for 40% of the respondents (p. 21).

Concerns about funding and services were raised by close to one third of the respondents, while others (15%) who focused on the social response to students with additional needs,

recognised that attitudinal change was required. It was clear that inclusion needed to be actively promoted, a conclusion that was reinforced by the findings of the Education Review Office (2010) review of the sector that noted particularly the difficulties parents were experiencing when attempting to access support services.

In its audit and review function, ERO had been regularly monitoring aspects of schools' work in Special Education. In 2002, the focus was on the extent of their commitment to including and supporting students and staff with disabilities as required by the New Zealand Disability Strategy (ERO, 2003). The subsequent focus was a comprehensive review of the planning, management and implementation of what at that time was the ongoing and renewable resource scheme (ORRS), now ORS (ERO, 2005). These reviews indicated variable degrees of commitment to upholding the principles of inclusion in the schools and identified strengths and weaknesses. In addition, in 2004 and 2009, reviews of the RTLB service were completed, the first focusing on is effectiveness in supporting student achievement and the second on how RTLB clusters were managed. Because these evaluations had indicated inconsistency of practice and what appeared to be an inappropriate allocation of resources, a review of the service had been deemed necessary. The transformation of the RTLB service was overseen by The RTLB Principals' Working Group (2012).

The evaluation of schools' progress in including students with high needs (ERO, 2010) sought the voluntary participation of schools. It was a self-assessment exercise by schools about their level of inclusivity. Again variable results were produced, some of which were interpreted by ERO to be inaccurate in relation to the review brief. Most schools referenced their commitment in terms of their policy document, which did not just focus on practice and covered a much wider range of student need than the high needs that were at the centre of the inquiry. On this basis, almost 90% of schools saw themselves as mostly inclusive. For McMaster (2014) this seeming discrepancy was a function of ERO reducing the definition of inclusion to one that was measureable for the purposes of the review.

> To measure a concept such as inclusion and place it within government policy, the Education Review Office first had to limit the definition of inclusion to fit its commission. Rather than focus on inclusive values, ERO has focused on inclusive practices (McMaster, 2014, p. 110).

Findings on what ERO considered to be appropriate criteria indicated that about 50% of the schools were mostly inclusive in their practice; about 30% demonstrated some inclusive

practices; and 20% had few inclusive practices (ERO, 2010, p. 1). This was not necessarily in line with the teachers' view, but had significant consequences for determining subsequent ways of thinking about, planning for and/or evaluating inclusion (McMaster, 2014).

When reporting on their response to students with additional needs, most participants spoke in general rather than individual terms, focusing on the school's support of students rather than the individual student's progress. This minimised the extent to which schools could evaluate the effectiveness of their response to student needs, or how they might improve student opportunities to learn and to feel positive about their learning. Nonetheless, it was noted that some schools demonstrated ethical commitment to inclusion, and had much to offer in terms of good practice that might be effective in other contexts.

Conclusions from the findings included recognition that, despite the fact that funding continued to be a major challenge, it was the quality of leadership and the ability to adapt pedagogy to the needs of the students that was the most important factor.

> Inclusive education needs leadership from the school principal to ensure that students with high needs are welcomed in schools, that their needs are identified and met and that they are fully engaged in the academic, social and extra-curricular life of the school (ERO, 2010, p. 32).

Particular reference was made to complications that some students with high needs experience at secondary school. The practice used in some schools had been to establish "special education units where students with high needs learn for at least some part of the day" (p. 10). The review response again focused on practice-based (in)competency.

> The decision made by the staff at these schools is that many special education students are better served in the special education unit, especially when it comes to learning the core subjects and skills (numeracy, literacy, science and so on). This judgement has often been made because the teachers in mainstream classes were not well prepared to meet the diverse needs of a classroom that includes a student operating at level 1 or 2 of the curriculum (ERO, 2010, p. 10).

Accordingly, it was felt by the review team that there was much to be gained from "school-wide professional learning and development processes to make schools more inclusive" (p. 1).

Ministry responses to the reviews

Emerging from these reviews were some rapidly developed initiatives that foreshadowed the government's future vision and work programme to achieve an inclusive education system. These reflected the role of the Ministry of Education as the driving force behind accelerating the acceptance of inclusion within the compulsory sectors. A four-year action plan known as Success for All – Every School, Every Child (Ministry of Education, 2010b) anticipated that all schools would demonstrate some inclusive practices by 2014. A target of 80% schools that were 'mostly inclusive' was also set. In launching the Success For All initiative to support inclusion in schools, and making specific reference to "young people with disabilities", the Ministry's vision statement acknowledged its less than optimal performance to date in achieving its aim that:

> all children and young people have access to high quality education that allows them to participate and achieve at school, this includes the regular schools where 95 percent of children with disabilities are enrolled. Achieving this vision for children and young people with disabilities means giving them the extra support they need. How we do this has to improve (Ministry of Education, 2010b, p. 1).

Special Education was explicitly identified as a subset of inclusion, and its provisions were to be made available within the inclusive education policy. The uncritical acceptance that 5% of students were not enrolled in regular schools reinforced the contradiction of a supposedly inclusive education system, which continues to expect that some students would be educated away from their peers.

It appears that values have not slipped off the radar entirely. A further initiative prompted by the review outcomes has been the Positive Behaviour for Learning (PB4L) School-Wide (Ministry of Education, 2012c). Introduced in 2010, this is the New Zealand version of an international initiative, Positive Behavioral Interventions and Supports (PBIS), that aims to naturalise positive behaviour and learning at both the individual and whole-school levels. This initiative takes a school-wide, evidence-based approach to positively enhancing behaviour and learning (Macfarlane, Macfarlane, & Gillon, 2014). The expectation is that this will provide a foundation for an inclusive school culture in which values and behaviour expectations are universally shared (Boyd & Felgate, 2015). Although School-wide is based on a successful international initiative, the core features integral to its success are readily adaptable to specific school contexts. Evaluations of this programme have begun, with the

final evaluation report addressing how well it has been taken up in the country, identifying gains, and long-term possibilities in the initiative.

Other recent Ministry of Education research relating to inclusion has sought to address the specific issues experienced by Māori and Pasifika learners who access Special Education support (Bevan-Brown, 2012; Mauigo-Tekene, Howie, & Hagan, 2013). While the Pasifika Education Plan 2013-2017 seeks to put Pasifika learners, their parents, families and communities at the centre of activities, active recognition of the relevance of the Treaty of Waitangi principles (partnership, participation and protection of Māori lands, culture and language), the child's right to attend the local school, and the need to move beyond the Eurocentric understanding of what constitutes disability, are central to the Māori response (Kingi & Bray, 2000; Phillips 2005).

Inclusive Practices Tools

Achieving inclusive education that protects the "rights of citizenship for all" (Slee, 2001, p. 173) requires more than what is ostensibly well-intentioned policy. Inscribing the social model of disability into the country's education system through a Statement of Intent (Ministry of Education, 2007a) was to guarantee a child's access to a local school free of barriers to attendance, participation and achievement, identified as central to British researchers Booth and Ainscow's Index for Inclusion (2000; 2002; 2011) as key indicators of inclusive practice. The Index for Inclusion identifies key indicators for establishing an inclusive context. Here values are privileged as an initial requirement to developing practices.

In order to promote consistency of understanding and outcome, and committed to realising a vision of inclusive education for social justice, the Inclusive Practices Tools (IPT), a school self-review auditing device initiated by the Ministry of Education, developed and managed by the New Zealand Council of Educational Research (NZCER), was introduced as a development of the Index for Inclusion to "explore the extent to which a school includes all students in all aspects of school life" (NZCER, 2015a) Originally called the Inclusion Smart Tool (NZCER, 2012b), the initiative provided the tools with which schools and those involved in educating students with additional needs could become active in evaluation of their progress. This appeared to be a positive way forward (NZCER, 2012a).

New Zealand's IPT was launched in 2013 (NZCER, 2013a). Through online questionnaires, to be discussed with interested members of the school community (NZCER, 2013b), schools

are now able to measure their progress towards achieving practices that are inclusive of all students, and identify where they could improve. An agreement is set up between each school and the Wellbeing website where "the data is owned by each school under NZCER stewardship" (NZCER, 2015a). Schools can obtain on-line support for building their inclusive practices and are able to access ongoing updates. As an integral part of ERO requirements, it is recommended the self-review be completed at three- to four-yearly intervals within each school. Although the process is considered to be voluntary, it is unclear whether self-review is in fact a requirement.

The IPT is considered to be the catalyst for ensuring the realisation of inclusion in practice; it is an approach that sits comfortably with the idea of well-being and inclusion. Nonetheless, the language of 'special education needs' remains in the claim that, within the practice of inclusion, all learners with special education needs and disabilities will learn within an inclusive setting. It is values on which the Index for Inclusion was built.

Tensions and contradictions

Since its inception in 1989, New Zealand's commitment to inclusive education has been maintained in policy rhetoric. The Ministry of Education's Statement of Intent 2007-2012 (Ministry of Education, 2007a) and subsequent iterations, for example, proclaimed its commitment to the New Zealand Disability Strategy, and policies regarding the inclusive education models that informed the Ministry of Education's National Education Guidelines (1989a) and National Administration Guidelines (1989b) remain legislative requirements. The Statement of Intent 2014-2018 (Ministry of Education, 2014b) identifies a position of stewardship that has been adopted by the Ministry in terms of its responsibilities to the public.

> As steward of the education system, we take a whole-of-system view, conducting research and monitoring to understand how the system is performing at every level and identifying the key opportunities for raising achievement and performance. This includes supporting other government agencies, education providers and communities, parents and whānau to connect in ways which create the right conditions for all children and students to succeed (Ministry of Education, 2014b, p. 9).

The stance adopted by the Ministry reflected a Cabinet decision that departments should be "designing and implementing regulatory regimes and their stewardship responsibilities in administering those regimes, such as undertaking monitoring and review" (The Treasury, 2013, p. 3). This begs the question as to what, exactly, is meant by stewardship for education? What is the key purpose of education that might drive the role? Is the focus on student rights and emancipation? Will its basis in regulation simply maintain the status quo? How might the Ministry of Education, as steward, more readily ensure the realisation of its goal of inclusion? Is success to be hailed through curriculum benchmarks and examination credits? What are the implications for those deemed failures in that sort of accountability model? Does this do anything to break the current version of the culture of assessment that had its roots in the changes to the National Certificate of Educational Achievement for secondary schools? Delivering education resources becomes unashamedly, according to the Ministry of Education, a key priority, in which the Ministry is able to "prioritise our resources for the highest impact and drive our value for money programme to focus on the activities that help us achieve our strategic intentions" (2014b, p. 26). It appears that marketisation, efficiency and economics will reign according to this model.

The threat, as Hardy and Woodcock (2015) suggest in their cross-national analysis of the discursive construction of inclusion within neoliberal conditions, is that:

> Fostering more systematic and supportive inclusive policies is possible and essential for promoting conditions for more genuinely inclusive educational practices, but a lack of attention to issues of inclusion in policy settings also reveals how more neoliberal conditions have also influenced policy production processes (p. 141).

A recommendation to support pre-service teacher education that emanated from the 2010 reviews on Special Education was to be actioned through committing some projected budgetary increases to the endeavour. It would form part of the work of the Education Workforce Advisory Group (Ministry of Education, 2011). Support for recommended leadership training around disabilities was also to be available, but this has been somewhat haphazard – impacted by government funding cuts that reduced the already capped education funding budget, at a time of the global financial crisis.

In recent months, however, some disturbing revelations relating to government resourcing of the sector have been released. The 2015 budget promises an extra $62.9 million to be made available for Special Education over the next four years. It is to fund specialists, the Minister

explained, such as speech-language therapists, psychologists and additional teacher aide hours. This is all very welcomed but nonetheless somewhat contradictory given other revelations that have emerged.

The first, in July 2015, reported an 'underspend', 11 months into the financial year, of $6.6 million. This was in addition to an accumulative $32 million in the previous two years. Rather than seeing this as an unresolved concern, however, the Ministry spokesperson was treating the 50% decrease in 'underspend' for the current year as cause for congratulations! More worrying, however, was that the 'underspend' was attributed to "lower-than-expected demand for particular programmes"– an odd explanation given findings of a concurrent investigation by the New Zealand Herald, which found that services were unable to meet the demand. Some parents were struggling to find their way around a fragmented and over-complicated system, being obliged to meet support costs themselves or, where safety became a concern, choosing to home school their children (Johnston, 2015a).

Four months later, the Minister of Education announced a reduced 'underspend' than that projected earlier – $3.5 million once the figures for the full year had been reckoned. Since 2011, it was also revealed, the Ministry had cut 41 Special Education support staff positions, including speech therapists and advisers. There was no evidence of a reduction in unsatisfied demand, however. In fact, findings from a parliamentary inquiry into learning difficulties in the early childhood sector released the same day emphasised the need for urgency in meeting delays parents were experiencing in their attempts to access support for pre-schoolers (Johnston, 2015b). A year into its role as steward, it appears that the Ministry of Education has unleashed a troubling new version of the uncertainties with which schools, educators, parents and students have been struggling for almost three decades.

Conclusion

Differential provision of educational services has been a consistent feature of modern schooling and has served as a mechanism through which privilege and inequality have been sustained and naturalised. Decisions about which students should have access to what knowledge, and through what forms of provision have shifted through time. They have taken on new meanings as contemporary policy addresses the paradox of seeking improved student and school performance, competition and social inclusion.

Over recent years, educators in New Zealand have been grappling with understandings of what inclusion and inclusive education mean within the domain of Special Education and how students would best receive support within an inclusive school setting. To gain a more comprehensive understanding of ways in which our current practices are embedded in the past, this chapter has traced the discursive shifts in the development of institutionalised Special Education in New Zealand and the contexts within which they became dominant. This has identified the contradictions implicit in the nation's more recent legislative attempts to challenge the outmoded paradigm within a dominant managerial policy environment. It has been suggested that the resilience of the ideological underpinnings of traditional forms of exclusion has created difficulties relating to how the rights of students within the principles of inclusive education might be recognised and incorporated into practice under the fiscal constraints of such a policy framework. Issues relating to interpretation of policy into practice have, therefore, generated ongoing uncertainty, confusion and public debate. These issues will be examined further in Chapter Three.

Chapter Three

Inclusion

Introduction

Changes to Special Education policy within a wider shift to inclusion in New Zealand from 1989 have impacted on the way education is delivered to students with additional education needs, and have continued to attract academic commentary. However, New Zealand's legislative attempts to interrupt the nation's long history of exclusionary forms of Special Education have not been straightforward, largely because of confusion around the terms 'inclusion' and 'inclusive education', and also because of funding mechanisms that have complicated the planning and delivery of services in schools. The primary aim of inclusion and inclusive education has been to enable all students to have access to a meaningful education experience alongside their age peers in an environment that respects and validates them all. For students requiring additional educational support, this aim is entrenched in Ministry of Education Special Education policies and expectations, is a requirement for Boards of Trustees, forms an essential part of the National Education Guidelines (Ministry of Education, 1989a) and the work of the Education Review Office (ERO), and is written into the graduating teaching standards.

As discussed in Chapter Two, the major restructuring of New Zealand's education system following the Education Act of 1989 reflected the tensions emanating from economic and social changes in the previous two decades. However, the plan to implement an inclusive education system was not laid out comprehensively for a further seven years, and once formulated, was fraught with challenges as successive governments grappled with the neoliberal marketisation of education that continued to dominate government endeavours and shape the nature of educational governance. For inclusion to be talked about without a clearly delineated policy direction was difficult enough, but because the principle of inclusion was at odds with past policy and practice, an additional layer of tension was added. Having taken segregated educational provision for granted historically, attitudinal change was a crucial element in supporting the attainment of successful inclusive schools and classrooms. The shift to inclusion required more than a policy statement to enable such a major philosophical reorientation (Annan & Mentis, 2013; Kearney & Kane, 2006).

Educators have also grappled with oscillating understandings of inclusion and inclusive education as the basis for practice, especially given the devolution of much government spending through which schools became rightful contenders for Ministry of Education funds to implement the policy. As Allan (2003) explains, in the challenge to achieve inclusive education there is also need for a pedagogical debate. It is over 30 years since the policy shift and New Zealand still struggles to interpret the theoretical underpinnings of the terms 'inclusion' and 'inclusive education'. Ideas about 'innate problems' of the individual that functioned to exclude young people from the regular national schooling system prior to the Education Act 1989 continue to be legitimated within the notion of individual difference and the discourse of 'needs' (Selvaraj, 2015).

This chapter argues that problems in achieving inclusive education continue to be, to a large extent, problems of uncertainty about what this term really means. With reference to national and international literature, it articulates the lack of consensus in past and current debates on inclusion and inclusive education, and considers the implications for meeting the aims and objectives of this direction for education. In particular, the impact of intersecting discourses of inclusion and diversity; inclusion and Special Education; and inclusion as policy and practice are demonstrated. To support the aims of the thesis in providing insights into possibilities for mediating the gap between policy and implementation through conducting empirical work in the fields of pre-service teacher education and secondary education, the chapter concludes with an examination of some key items of literature in these two aspects of the field, and juxtaposes the issues they raise with recent initiatives in New Zealand.

Inclusion: a quest for clarity

In a comprehensive collection of published works related to Special Education and inclusion, Mitchell (2006) noted that his key aim was to demonstrate how the fields of Special Education and inclusion had developed philosophically and technically since the 1970s. At the time of his writing, Mitchell (2006) claimed that Special Education was "facing a crisis of identity, with no issue more acute than its relationship to inclusive education" (p. 1). That ongoing relationship has been an equally problematic factor in making sense of what inclusion is and/or should be, and how it should be expressed in inclusive education. It remains so today.

The origins of inclusion as the new philosophical underpinnings of schooling are embedded within developments in Special Education that followed the contestation about segregation in

the 1960s and international concerns for human rights (Ainscow, 2000; Osgood, 2005; Winzer, 2009). It was in part a response to the limitations of integration and mainstreaming in confronting the discrimination and social exclusion that had been identified through the social movements (Armstrong, Armstrong, & Spandagou, 2011; Brown & Thomson, 2005; Slee, 2001). Critique of the often inappropriate synonymous use of the terms integration and inclusion has, therefore, been integral to that response (Barth, 1996). As Dixon (2005) explains, it is one thing to share a physical space and another thing altogether to experience a sense of belonging in that space. At the same time, the realm of Special Education had shifted, with a (re)definition and expansion of categories, to highlight an over-representation of minority groups in the sector (Artiles, 2003; Heller, Holtzman, & Messick, 1982; Tomlinson, 1982).

As a theoretical concept, inclusion also reflects developments within Special Education research. These have underpinned a shift in discourse from deviance to inclusion (Lipsky & Gartner, 1996; 1999); the explanation of difference from essentialist to social (Oliver, 1991); and the complexities that are recognised in a postmodern discourse of diversity (Artiles, 2003; Brown & Thomson, 2005). The concept of inclusion as underpinning policy reflects also the influence of disability studies and arguments for the rights of students with 'special educational needs' to be schooled with their age peers (Oliver & Barnes, 2010). The current policy, therefore, has located inclusive education central to school performance, as opposed to looking at individuals who have deficits (Dyson, Farrell, Polat, Hutcheson, & Gallannaugh, 2004).

Inclusion has demanded serious changes, "both in terms of society and its economic, social conditions and relations and in the schools of which they are a part" (Barton, 1998, p. 60). This is one possible explanation of why positive attitudes can still be met with resistance in practice. As a response to changes in society, O'Rourke (2015, p. 530) explains, inclusion requires "profound changes in the way we do things". This can inspire dichotomous responses, he suggests, because it is "championed by true believers and villainised by those more resistant to change" (p. 530). Nonetheless, through the disability movement, and drawing on the possibilities in critical theory that seek social change and empowerment, inclusion owes much of its impetus to critically informed action (Oliver & Barnes, 2010). Parental, teacher and other interest group expressions of dissatisfaction with and resistance to 'special' institutional arrangements have been, and remain crucial to change (Dudley-Marling & Burns, 2014; Skrtic, 1991; 1995a; Stephenson & Thomson, 2014).

Initially concerned to question issues related to physical presence in schools, the later focus on understandings of inclusion has been about the nature and outcomes of the schooling experience and the rights of all students to attend their local school in a welcoming environment that values and validates participation of, and supports learning for, all students. As explained by Ainscow, Dyson and Weiner (2013, p. 16), this is a shift that encapsulates the importance of "presence, participation and achievement". Schools with an inclusive culture will support participation that is meaningful and educationally effective within a safe and supportive environment. Yet, as Kearney (2011) points out, it is important not to lose sight of the legacy of exclusion as an explanatory factor in the struggle for inclusion. It is in exclusion, she argues, that can be found "the forces that are working against the presence, participation and learning" today (p. 2).

In New Zealand as elsewhere in the western world, inclusive education was explicitly articulated to reinforce a policy direction through which all students should be schooled in an inclusive classroom setting where additional paraprofessional and equipment support, curriculum adaptation and other resources and organisational structures would be provided to meet the needs of all learners (Thomson et al., 2003). It anticipated the creation of learning communities in the least restrictive environment which, within this discourse, is the general or regular education classroom. It holds the key to safe and meaningful participation in regular classrooms as the right of all students. For students who traditionally have been physically excluded and educationally undervalued, it has emancipatory objectives at its core.

According to Allan (2006) and Slee (2006), however, inclusion and inclusive education are contestable concepts that have been framed in different ways across different historical and geographical contexts. For Hegarty (2001), conceptual and practical issues must be taken into account. Although similarities in policy direction and practice have been noted throughout much of the world, the purpose and form of inclusive education are reflective of nationally and historically specific social, political, economic and cultural contexts (Mitchell, 2010). What inclusive education might 'look like' in any context has long been a crucial question (Friend, 2006; Sebba & Ainscow, 1996). Theorists such as Armstrong et al. (2011) see differences as a reflection of the North/South power relations of the globalised world. In the North, they contend, effective inclusion is measured by the extent to which inclusion is managed with the least possible interruption to the wider schooling system and its demonstrated academic success. In the South, the role of post-colonial relations, development, and voluntary endeavour are integral to the process.

For Srivastava, de Boer and Pijl (2015), the western world contrasts starkly with that of developing countries where, they say, students are "more excluded than included" (p. 181). Here also there has been some change, but a review of literature from the past 10 years identified that, of 140 countries studied, only 16 had engaged in projects that focused on inclusion for students with disabilities. Srivastava et al. (2015) also note the possibility that where inclusion is a feature in the developing world, the likelihood of NGO contribution is strong. The outcomes, however, suggest that in developing countries, as in the west, including students with disabilities in regular education settings has positive effects. In addition, as some studies have revealed, factors impeding successful implementation of inclusive education in the developing world bear some similarities to those experienced in the west (Khan, 2011).

The difficulties of translating the principles of inclusive education into practice have, therefore, been multi-dimensional (Higgins et al., 2009). Part of the confusion has occurred because the terms 'inclusion' and 'inclusive education' have come to be considered as descriptors for all expected educational practices, sometimes with and sometimes without reference to children who, traditionally, have been considered to have 'special educational needs' and disabilities. Justification for inclusion as a policy objective has included recognition of the possibilities in an inclusive education system for addressing wider social issues and discrimination – as a mechanism to enable all children to achieve to their full potential (Carrington & Robinson, 2004). For Māori in New Zealand, for example, a policy of inclusion speaks to their history of marginalisation.

The core Māori values that support inclusion, as explained by Bevan-Brown (2012), are culturally appropriate provisions, which for Māori would contribute to the greater inclusion of all students, regardless of their individual needs. Bevan-Brown also acknowledged the significance of Te Tiriti o Waitangi (The Treaty of Waitangi). As the country's founding document, Te Tiriti is at the core of Māori rights and needs, being based on the principles of partnership, participation and protection of Māori lands, culture and language, it gave Māori the same rights and privileges as Pākehā. Also significant was the Education Act 1989, specifically Section 8, which enshrined in law a child's right to attend their local school (p. 572). In her study, Bevan-Brown noted the impact of the Eurocentric understanding of what constitutes disability. For Māori, this was more about a loss of land, culture, identity, knowledge base, values, practices and language, an opposing view to that which centred on a Pākehā concept of individual pathology (Kingi & Bray, 2000; Phillips, 2005).

Macfarlane et al. (2014) claim that:

> genuine inclusion for children with disabilities must … embody a philosophy of empowerment; one that encourages participation and enables the pursuit of hopes and dreams. [Thus] protocols of inclusive education contexts must therefore support the unique qualities of Māori learners to thrive so that the aspirations of our ancestors are actualised (p. 255).

For these authors, the principles on which inclusion rests need to structure processes and practices that are inclusive of Māori. This means that inclusion cannot simply become an add-on for cultural convenience.

Ministry of Education research about inclusion has sought also to survey the perspectives of Pasifika families with a view to increasing their engagement and satisfaction with services (Mauigo-Tekene et al., 2013). Given that the Pasifika Education Plan 2013-2017 (Ministry of Education, 2013) seeks to put Pasifika learners, their parents, families and communities at the centre of activities, responses from a qualitative study with 18 Pasifika families with children at early childhood and primary levels indicated there was still much to do within these sectors. With social inclusion driving the policy agenda, schooling and education systems should be pivotal in "promoting social cohesion in societies that are increasingly diverse, socially and culturally" (Armstrong et al., 2011, p. 29). However, the implications of a poorly articulated understanding of inclusion and inclusive education for successful implementation of the policy can undermine such possibilities. And as has been articulated in a recent New Zealand study, there is a fear that in pre-service teacher education, "disability has got lost in the morass of diversity" (Wills et al., 2014, p. 1).

Similarly, Florian's (2008) discussion of the complexity of meanings that have been ascribed to the concept of inclusive education includes recognition of the specific inclusion of a previously excluded group within a mainstream setting, to the general, that is, "a very broad notion of social inclusion as used by governments and the international community as a way of responding to diversity among learners" (p. 206). Paradoxically, critical commentators have noted the influence of economic factors in shaping how difference and 'needs' are understood (Slee, 1998). Armstrong et al. (2011) suggest that in the current context inclusion has gained traction in response to the managerialism of market-driven education with its return to classification and labelling.

Slee (2007) has argued that in Australia and elsewhere inclusive education "is at a crossroad" (p. 177); that in becoming a catch-all descriptor "for all kinds of conceptual frameworks, policy proposals and schooling practices" (p. 180), it has lost its critical edge as a radical response to traditional exclusionary policy and practice. He claims these are "dangerous times for those engaged in educational reform to embrace inclusion through curriculum, pedagogy, assessment and school organisation" (Slee, 2007, p. 177), because the outcomes of the supposedly new policy direction have not been matched by the implementation of inclusive practices. However, according to Osgood (2005), because of the many challenges that confront successful inclusion – whether financial, legal, moral, or emotional and grounded in diversity of perspective as to how it might best be expressed, inclusion is "more of an ideal than an idea, one to which schools should continually aspire but one that remains unobtainable in the foreseeable future" (p. 200). For Booth and Ainscow (2000; 2011) creating an inclusive school is a constant work in progress to ensure universal participation and to eliminate discrimination.

Mixing models … mixing messages

Questions have been raised about the anomalous persistent presence of special school or special class provision in inclusive education systems (Dentith, Frattura, & Kaylor 2013; McMenamin, 2011), and the fear that "older separatist paradigms continue to have a powerful influence over the education and community future" of learners (Wills et al., 2014, p. 3). In New Zealand, tensions have been created because the Ministry of Education has continued to provide a Special Education service. This is in part a function of the acceptance in current policy of a small percentage of children with additional needs being educated in special schools.

The Salamanca agreement, a key international declaration in promoting 'Education for All', was supposed to create a radical response to exclusion. However, as Tomlinson (2015) points out, the preface to the Salamanca statement noted that their task in meeting had been "to consider fundamental policy shifts required to promote the approach of inclusive education, namely, enabling schools to serve all children, particularly those with special educational needs" (cited in Tomlinson, 2015, p. 2). In this comment, Tomlinson argues, special education and inclusive education "were … inevitably conjoined". However, when a new policy is created that is still grounded in separatist language, the root of the problem remains unchallenged. What is required for inclusive practice in the classroom can become clouded

and challenged when juxtaposed unproblematically with the language of 'special educational needs' and can create barriers to providing services and support for all students within the classroom environment (Vlachou, 2004).

Ballard (2007) suggests that retaining a Special Education sector in itself is contradictory, as it reinforces a conscious identifier that separates some children from others ideologically as well as in policy and practice. As he explains, exclusion from "ordinary classroom situations" is not just a human rights' issue; research suggests that it is one that has academic and social implications also (p. 11). Hornby (2012) also highlighted the paradoxical nature of the perpetuation of a Special Education sector within a policy of inclusion. He suggests this is in part a function of the acceptance in current policy of a small percentage of children with 'special educational needs' or disabilities being educated in Special Schools. Within this context, Hornby (2012, p. 59) suggests that a policy of "inclusive special education", which would include all students into a mainstream school setting, would be useful in that it might more accurately reflect official ministerial discourse.

International academic debate about the tensions between inclusion and Special Education has attracted much commentary because of the complexity that is created when fusion of the two discourses are played out in schooling settings. Hardy and Woodcock (2015) refer to inclusion as being "often effectively obscured, 'camouflaged' or insufficiently valued" (p. 1). Others suggest that in such instances it exists only in policy statements (Armstrong, 2003; Armstrong & Barton, 1999). Florian, in discussing the tensions between special and inclusive education, argues that "it is what teachers do … that gives meaning to the concept of inclusive education" (Florian, 2008, p. 202).

Tomlinson's five nation study examined how schools and colleges respond to a special/inclusive education agenda where schools are put into competition with one another and the objective is to achieve "the preparation of all young people, whatever their capabilities or disabilities for some kind of work" (Tomlinson, 2015, p. 8). 'Conjoining' inclusion and special education, she suggests, raises sociological questions about the nature of the resultant "social relationships and conflicts" (p. 1) and the implications for the way school students defined as having special needs or as low achievers are perceived and provided for as future participants in the competitive global environment. Tomlinson's investigation of these questions with school principals, teachers and administrators found that although there was small variability only in the way inclusion was understood, there was

consistency in the impetus behind policy – "to reduce cost if possible" (p. 4). This was a potential source of tension in a competitive environment that raised the stakes for less successful students and the associated escalation of need for special education services. The researcher argues that "weaker social groups" (p. 8) who depend on a publicly funded education system within diminishing welfare states are at risk.

In a context such as that discussed by Tomlinson, Hansen (2012) suggests that inclusion might be a convenient way for politicians to argue a new vision where it becomes the catalyst for continuing a welfare state of public schooling. A steady increase of students 'with special educational needs' demands greater funding allocations that within a constrained budget are fraught with a number of philosophical, sociological and rights debates. If there is a need to distinguish between education and Special Education, then Hansen (2012, p. 89) argues that inclusion "as a vision" is limitless, thus posing the challenge that despite there being agreement about the pedagogical practice of inclusion having a limit, it cannot be theoretically justified. Mostly, it is explained as being a "pupil's individual difficulties, disabilities or special needs, the teachers' lack of containing diversity, or the need of developing new forms of interventions". These explanations are "outside the scope of inclusive theory", Hansen (2012, p. 89) argues. Rather than control inclusive processes by structural changes, forms of interventions, or reorganising teaching, it is possible to discuss and negotiate with teachers about personal constructions of the term 'inclusion' and its meaning and limit, in order to meet greater diversity and inclusive orientation, although not necessarily greater diversity in the classroom.

Inclusion in practice

Most educationists have a broad understanding of what inclusive education is, and most recognise that it is more than just about physical inclusion in a classroom. In their analysis of research related to inclusive education between 2004 and 2012, Swedish researchers Göransson and Nilhom (2014) concluded that there were four different interpretations of inclusive education underpinning empirical work in the field, and four correspondingly different understandings of what schools should set out to achieve. These were placing students needing additional support in mainstream classrooms; attempting to meet their social and academic needs; attempting to meet the needs of all the students in the mainstreamed classroom; and aiming to create communities with specified characteristics. The literature analysed noted only two studies reported that a school or classroom became more inclusive as

a consequence of the change for schools to be inclusive (Göransson & Nilholm, 2014, pp. 274-275). Overall, they reported little evidence of inclusive processes actually occurring.

Despite this somewhat pessimistic stance, it has been convincingly argued that inclusion as a policy objective in an inclusive education system is a positive step towards meeting the rights of all students (UNESCO, 2005). Herein lies the dilemma expressed through much of the literature – "the Janus-faced nature of a rights-based policy that is both poorly understood and inadequately addressed" (Selvaraj, 2015, p. 88). From a social justice perspective, educating all children within inclusive settings expresses an important ethical and moral commitment. However, it has been argued that factors such as legal constraints (Slee & Cook, 1999; Wills & Rosenbaum, 2014), managerial policies (Wills, 2014a) and systemic prejudices (Wills & McLean, 2008), as well as ineffective and oppressive assessment regimes (Bourke & Mentis, 2014; Davies & Dempsey, 2011) and an over-centralised curriculum (Loreman, 2007) have created structural and ideological tensions to realising such objectives. The policy intent to provide the required expertise and resources to supplement classroom instruction (Wah, 2010), without appropriate understanding and/or commitment, can fail to realise the objective that all students "regardless of strengths or weaknesses" will be educated alongside their peers (Meyen & Bui, 2007, p. 48).

Difficulties in the interpretation of inclusion and inclusive education in New Zealand have been exacerbated by the fact that the move from exclusionary practices has been cast within a dominant neoliberal managerial policy environment (Wills, 2006). Vestiges of traditional forms of classification, exclusion and organisational constraints have highlighted difficulties relating to how the rights of students within the principles of inclusive education might be recognised and incorporated into practice under the fiscal and ideological constraints within such a policy framework (Higgins et al., 2009). As Slee (2001, p. 173) has suggested, a technicist approach to education that focuses on management rather than "protection of rights of citizenship for all" fails to recognise that inclusive education is first and foremost about "cultural politics". Issues relating to interpretation of policy into practice have, therefore, generated on-going uncertainty, confusion and public debate (Ballard & MacDonald, 1998; MacArthur, 2009; McMenamin et al., 2004; Mitchell, 2008; 2010).

It has been noted also that support for professional services to maintain the policy objectives has been inadequate. According to Hornby (2012), even though the espoused policy in New Zealand to educate all children in regular classes and schools is more radical than that of the

USA and England, there is a much greater gap between the rhetoric and reality of inclusive education in New Zealand. This can be attributed to such factors as a lack of training opportunities for Special Education Needs Coordinators (SENCOs), Special Education teachers and regular teachers; and few statutory guidelines for schools about working with students with additional educational needs or developing individual education plans. Additionally, there is no statutory requirement for school and educational psychologist involvement, and there are very few counsellors or social workers in primary and middle schools and no coherent policy about inclusive education.

On the issue of supporting training for specialists in the field, a 2009 report from the then Minister of Education, the Hon. Anne Tolley, on the compulsory school sector announced the development of a postgraduate qualification, the Postgraduate Diploma in Specialist Teaching. The intention was to ensure availability of "expert support" personnel to whom schools could turn (Minister of Education, 2009, p. 13). The qualification has been delivered through a consortium from two New Zealand universities. Currently students can pursue one of four endorsements – Complex Educational Needs; Deaf and Hearing Impairment; Early Intervention; and Learning and Behaviour, with courses in theories and foundations, evidence-based practice and practicum.

Comments were published on the website from those having completed the programme. One graduate had enrolled because of an interest in working with students with additional needs, but a lack of sufficient knowledge of the field to do so. Another believed that adding an academic dimension to existing applied teaching skills would assist 'in unlocking the full potential" of their students. Engaging with a wide range of literature had enabled another graduate to grow as a discerning, collaborative and informed educator (Massey University, 2015, n.p.). Feeling empowered to provide quality inclusive practice for their students was clearly of importance to these teachers. Such comments confirm the need for a dedicated component on inclusive education in pre-service teaching programmes.

Of interest, given the concerns that have been expressed by writers such as Wills (2014a) about the compromises that have to be made within an economically-focused political philosophy, is the signature statement prefacing the Minister's report. It is clear that economic objectives have been privileged in the actions of the Ministry for the year. "An unwavering focus on lifting education standards and keeping all students engaged to achieve

will be a critical aspect of this Government's plans for strengthening the New Zealand economy" (Minister of Education, 2009, p. 1).

Research background to this study

International research about inclusion and inclusive education has raised further issues relating to the development and implementation of current policy directions. These have been explored through a variety of approaches, including experimental case studies, ethnography and action research (Allan & Slee, 2008; Lindsay, 2004; Loreman, 2007). According to Loreman (2003, p. 1), two relatively sparse bodies of literature have become apparent from "the inclusion movement". The first is field-based empirical work and the second relates to studies from the secondary sector. The identification of these under-researched areas contributed to the decisions made for the empirical component of this study.

At the time this thesis study commenced, the limitations of pre-service teacher education in preparing students for a career in inclusive classrooms had become a recurring theme in the literature. Such observations have prompted increased interest in the area over the past decade. Much of the international interest in what it means to be an inclusive educator from a pre-service teacher perspective has focused on teacher beliefs, attitudes and practices (e.g., Bentley-Williams & Morgan, 2013; Campbell, Gilmore, & Cuskelly, 2003; Florian et al., 2010; Lambe & Bones, 2006a; 2006b; Sharma, Forlin, Loreman, & Earle, 2006). Despite the burgeoning richness of the literature, there are few studies, other than those formally commissioned by official agencies, specific to the New Zealand context, and fewer still to the secondary sector.

As Turner (2003) has argued, it is equally necessary to take account of how beliefs and attitudes continue to define in-service teachers in their development as inclusive teachers. As commonly argued, this will also be tempered by the nature of the whole-school culture, which rests on supportive policy and leadership (Loreman, 2007; Pearce, 2009). As at 2015, there has also been an increase in school- and classroom-based studies, but work specific to the secondary sector, while raising issues and concerns quite distinct from those highlighted in the primary sector, remains relatively sparse.

The final section of this chapter locates the two field-based studies presented in Chapters Five and Six of this thesis in the relevant literature. It prefaces the contribution the thesis makes to understandings of debates and analyses of practices relating to inclusion for and in secondary

schools in New Zealand at two levels. Firstly, by examining the conceptions of inclusion held by the pre-service teachers in one secondary level programme through data collection on entry and exit, some insights into the nature and impact of the programme in preparing the teacher education students for their role as inclusive educators is possible. Secondly, by taking the focus into secondary schools, the intention is twofold: to take account of how the teachers' socially contingent representations of inclusion impact their practice (Fortier, 2014), and also the complexities of factors experienced at the secondary level (Loreman, 2003; Pearce & Forlin, 2005) that are often not acknowledged or recognised in studies that homogenise perceptions and experiences across sectors.

Pre-service teacher education

When in 1962 concerns appeared in the report of the Currie Commission that students with additional educational needs were not being well-served by the education system, it was suggested that experienced teachers were more likely to cope more effectively with children 'with special needs' in regular schools. In-service professional development was, therefore, favoured over pre-service 'training' as the preferred approach to teacher education. Today, however, as the tensions around the implementation of inclusive practices have come increasingly under scrutiny, there is urgency for teachers to enter classrooms with the attitude, knowledge and skills that will support their career as inclusive educators. It is equally important that teachers will feel confident and empowered to do so. While some commentators consider this will require 'training' in Special Education (e.g., Kauffman & Hallahan, 2005), others see successful inclusive practice as being integral to good teaching (Skrtic, 1995b). Pre-service teacher education is a crucial site through which such 'good teaching' should occur.

According to Wills et al. (2014, p. 1) "there is currently so little teaching going on within the university in this field and yet it is a major issue in education". The educational response, these authors claim, "has often been expressed through technicist approaches that focus on managing categorical difference". Neither does the secondary sector compare well with what is available at the primary level. Morton and Gordon (2006) argue that pre-service teacher education programmes for secondary schools include fewer compulsory or optional courses on inclusion than do programmes for pre-service primary educators. It is, therefore, important to contribute to an informed approach about how appropriate provision might be developed

and implemented to ensure pre-service teachers are well-prepared and supported beginning teachers in their inclusive classrooms.

Much of the literature related to pre-service teacher education in New Zealand has been produced from officially commissioned research, often in response to concerns identified at a national level. A little over a decade ago, the proliferation of teacher education providers that had emerged at the height of the competitive neoliberal drive, prompted the commissioning of a number of studies by the Ministry of Education and the New Zealand Teachers Council (Cameron, 2004; Cameron & Baker, 2004; Greenwood et al., 2005; Kane, 2005; 2006). At issue here was the nature, extent and quality of the diverse forms of provision on offer through different delivery modes. Also noticeable, in these studies, was the uneven attention given to inclusion and inclusive education.

It was the findings from subsequently published research, however, that raised some of the more searching questions about the varying meanings and definitions that were being ascribed to inclusion as policy, practice and theory in the teacher education contexts, and the contradictions such lack of clarity generated.

> The findings of our study indicate a sector rife with differing definitions and meanings, disparate policies and practices, highly uneven descriptions of what inclusion means in teacher education, courses that uphold the theory of inclusion but not its practice, and resistant discourses at the level of the school. (Morton & Gordon, 2006, p. 10)

In their discussion of attempts at one university to prepare pre-service teachers as inclusive educators, O'Neill et al. (2009) suggest that "special education ideology is still very dominant in thinking, policy and practice" (p. 589). The danger is, they suggest, that the pathologising discourse of Special Education, under the proxy of inclusion, continues to permeate most teacher education programmes in New Zealand.

Kane (2005) argues for a teacher education experience that graduates "professional educators who also take active roles as change-agents, challenging and disrupting underlying societal and systemic inequities" (p. 6). This would require theoretically informed understandings about the philosophical basis of inclusion. However, studies have found that providing such insights is often limited to a single course based on the foundational disciplines. If these understandings are not also structured through learning in curriculum and professional

practice, Kane (2005) suggests, there is a risk that pre-service teachers will see them as being 'special' rather than as fundamental to their regular practice. This not only heightens the confusion about the meaning of inclusion, but can also reinforce resistance to the presence, in regular classrooms, of students who would have been excluded under the former Special Education paradigm. As found by Kearney (2011), such patterns of thought can undermine teacher commitment to equity in the classroom, and even result in (mis)use of support personnel such as teacher aides.

More recent attempts to address change in and through pre-service teacher education in New Zealand have been endorsed at number of levels, both general and with specific relevance to fulfilling the objectives of inclusion. The evidence-based studies that demonstrated the significance of quality teachers in improving student outcomes (Hattie, 2009; OECD, 2005), taken in tandem with the findings from the Ministry of Education (2010a) and Education Review Office (ERO, 2010) reviews of Special Education provided a convincing argument that pre- and in-service teaching required attention. A further factor contributing to change was the recommendation of the Education Workforce Advisory Group (2010) to move pre-service teacher education to a postgraduate qualification. This, it was believed, would enhance the status of the profession as well as ensuring consistence of quality across providers. Despite reservations about the authority on which such claim could be made (Lind, 2013), one-year masters' programmes have become an option for some candidates.

Another perspective on the New Zealand teacher education context was contained within a report on evaluation and assessment in the country carried out for the OECD (Nusche, Laveault, MacBeath, & Santiago, 2011). This voluntary review was agreed to by New Zealand as a participant in the national comparisons from global surveys that have become a recognised part of the current competitive educational environment. In the report, New Zealand was seen to have a highly inclusive education system, supported by a curriculum that expressed commitment to strong equity principles. The report noted few distinctions between academic and vocational programmes in the later stages of the secondary school years, and noted that most "special education students ... participate in regular school settings" (p. 19). According to the authors, their findings demonstrated: "it is important that dimensions of inclusive assessment are further included and developed in both initial education and professional development for teachers" (p. 16). As has been observed in the literature specific to the secondary sector (e.g., Davies & Dempsey, 2011; Loreman, 2003), gaining skills in

assessment adaptation was identified as one of the major challenges facing secondary teachers in developing inclusive classroom practices.

The most recent moves towards change in pre-service teacher education were justified on two counts. The first was the "disparity in achievement outcomes evident in the performance of New Zealand students in national and international assessment studies" (Timperley, 2013). The second was grounded in evidence that early career teachers were more commonly using transmission teaching rather than student-oriented practices. This Timperley argued, was in contradiction to what was known to be effective practice. Two 'companion papers' were prepared to the purpose. The first was to inform policy debate on the development of pre-service teacher education and mentoring support for early career teachers (Aitken, Sinnema, & Meyer, 2013). The second was to provide details of a proposed programme and the proposed "teaching professional as adaptive expert for whom promoting the engagement, learning and well-being of all learners is at the heart of their professional identity" (Education Counts, 2013, n.p.). Gaining comprehensive knowledge of content, being cognisant of context and of the need to interrogate personally held assumptions, and engaging effective pedagogy underpins the "moral imperative" of adaptive experts to "*each* of their students" (Timperley, 2013, p. 5, emphasis in original).

Timperley's identification of the need for critical reflection on personally held assumptions resonates with the interest in much of the international research on the pre-service teachers' teacher beliefs and attitudes on their pathway to becoming inclusive educators (e.g., Bentley-Williams & Morgan, 2013; Florian et al., 2010). For Bentley-Williams and Morgan (2013), inviting critical reflection on the implications of their own socio-cultural positioning enabled pre-service teachers to gain greater understanding of student differences, to critically interrogate their own responses to student difference, and so to inform their understanding of and commitment to principles of social justice, human rights and equity. In the work of Florian et al. (2010), a crucial aim is to apply regular classroom practices cross the entire group rather than doing things differently for some students. With an inclusive attitude, teachers will see students as members of the class – not as special (Forlin & Bamford, 2005). Developing such an attitude is more important than building knowledge and skills because this is what sustains commitment and underpins emancipatory objectives. The pre-service period provides an important opportunity to engage enthusiasm for meeting these objectives (Lambe & Bones, 2006a).

Inclusion in the secondary sector

Teachers' beliefs and attitudes remain a critical factor in ensuring the implementation, and success of inclusive practices in schools. Therefore, the importance of teachers' attitudes to inclusion has been a major focus of attention in the literature relating to school-based practice. Although attitudes vary across contexts, some research has indicated senior managers and those with responsibilities for supporting inclusion in schools are more likely to be positive about inclusion, and to report self-efficacy in practice (Humphrey & Symes, 2013).

A common theme in the literature relates to researcher concerns that old ideologies die hard, and for Boyle (2012), time constraints can preclude discussions with colleagues that might support a shift in attitude towards inclusion. One of the strongest ideologies to overcome, according to Florian (2008) is that of the bell curve. Bertrand and Marsh (2015) acknowledging the demands placed on teachers to engage with data-driven practices and technologically savvy processes, were interested in considering the possible factors that might shape their readings of the data. In particular they looked to the possibility that characteristics of students with additional needs might in some way have lowered their aspirations for the students, which in turn could have shaped their analysis of student assessment data. Overall, they found that attitudes to students in special education ranged from neutral to negative. This they felt possibly reflected their low expectations, "suggesting serious consequences." (p. 868)

Also interested in determining factors that might influence teachers' attitudes towards integration and/or inclusion, Avramidis and Norwich (2002) conducted a review of relevant international literature from both the primary and secondary sectors. Although they found a degree of acceptance of inclusion in principle, the researchers also identified a degree of ambivalence depending on the nature of a student's additional need and the available resources to support that need, as well as personally based teacher response. Of particular interest was their finding that teacher concern with curriculum content trumped their concern about individual student differences in the secondary sector, regardless of the fact that their study was conducted in contexts where Special Education still operated.

According to Pearce (2009), inclusion has seen a greater measure of success in primary schools than it has in the secondary sector. Some researchers who have worked in secondary schools suggest that there are some unresolved issues specific to the secondary stage of a student's learning (e.g., Eman & Farrell, 2009). The factors that complicate successful implementation of inclusion at this level have been variously identified. The role of teacher aides/assistants, for example, has had mixed responses. Drawing on the perspectives of qualified and experienced teacher assistants in the UK, Lehane (2016) suggested they occupied an ambivalent position on the borders of the teaching profession. They conceptualised their relationship to the teachers as "filling in the gaps, trying to keep the pupils up to speed, and responding in a range of ways according to perceived need" (p. 17).

The strong focus on the curriculum and subjects; the need to address the requirements and meet the expectations of external examinations; school structure and the organisation of secondary schools; the higher student to staff ratio; teaching methods; teacher education; and the nature of adolescence have been discussed in the work of Pearce (2009) and Pearce and Forlin (2005). Loreman (2003) also recognises issues related to curriculum and academic performance as important but adds social tensions; parental involvement; school ethos and attitudes; funding and resources; teacher aides/assistants; and personality factors of the student. For Pearce, Grey and Campbell-Evans (2010), funding and resources are a major factor in preventing the promises inscribed in the policy and legislation being realised. This has impacted at systemic, school and classroom levels.

Curriculum differentiation has been identified as a major issue facing inclusive educators, especially at the secondary level (Forlin, 2004; Loreman, Deppeler, & Harvey, 2005; Mitchell, 2010; Northey, 2005). The significance of New Zealand's curriculum (Ministry of Education, 2007b) and its potential for adaptation and relevance to all students was central to its development in response to the overly-prescriptive series of documents introduced in the 1990s. It has been seen to be well-suited to the inclusive education context. In terms of the proposed developments in teacher education in New Zealand, this resonates with Timperley's (2013) claim that teachers need to become "adaptive experts". It also reflects the curriculum's explicit links to the inclusion discourse.

> Inclusion means valuing all students and all staff in all aspects of school life. It
> involves removing barriers to presence, participation, and achievement. It is one of

the eight principles set out in The New Zealand Curriculum and should underpin all school leadership and decision making. (Ministry of Education, 2012d, p. 1)

Adaptive assessment has also become a point of focus for inclusive educators (Mitchell, 2010). It is also a strategy that is linked closely to the neoliberal imperative that schools become competitive. In the current competitive era where many schools are particularly concerned with raising the profile – and the appeal – of their school in the public domain, those students who may not contribute to the school's reputation of academic excellence, as measured by assessment on the national standards, are not always welcomed into the school community. This is in direct contravention of the principles on which the index of inclusion has been developed (Booth & Ainscow, 2011). A frequently asked question on the New Zealand curriculum website is whether students "with special education needs" will be assessed against the national standards. Here it is clarified that Boards of Trustees "can report the progress and achievement of students with very significant learning disabilities separately" (New Zealand Curriculum online, n.d.). This means that some students, under inclusion, are at risk of either being deprived of the opportunity to belong to their local school, or of having judgements made about their learning potential that might well deny them access to qualifications that are recognised in the competitive market place.

Australian researchers Davies and Dempsey (2011) note that their country, whilst upholding policies to support inclusive assessments, fell short of expectation when students with disabilities were unable to access much of the curriculum content on which their national assessment programme was designed. As the researchers explain, Australia provides three enrolment options: regular and support classes (separate classes in a regular school) and special schools, and there has been a large increase in the number of students who require additional support. Their National Assessment Program-Literacy and Numeracy (NAPLAN) tool is used across primary and secondary levels, yet, as in New Zealand, some students are exempted from national testing, thus creating a barrier to full inclusion. In minimising exemptions for examination support, Davies and Dempsey argue, new protocols must be designed in order to offer an "inclusive national assessment" (2011, p. 94) to be able to claim that all students are being assessed within the notion of inclusion. Otherwise it was deemed timely to develop alternative assessments for students with additional needs. Recognition of the denial of the students' rights to full participation in the nation's assessment programme pointed to an urgent need for modifications that would support a more inclusive assessment system for all (Davies, 2012).

The subject-specific division of time, space and people is also of particular concern in the secondary sector. Davies (2014) explains how a fragmented curriculum that might include many subjects and different classrooms each day creates problems not experienced in the primary sector. He recommends a base room as a means of invoking a sense of belonging. However, he suggests, ensuring daily school structures, schedules, and block-scheduling to support students with additional needs can be challenging. Whereas in the primary classroom, integration is common across most curriculum subjects, for the secondary teacher, curriculum delivery and subsequently curriculum differentiation becomes more relevant.

Making opportunities for collegial discussions with more experienced teachers in their curriculum areas, and sharing successful strategies and applications, is believed to promise much for supporting the interests of the students with additional needs (Davies, 2014; Pearce, 2009). Secondary teachers not only have minimal time for collaboration but they are not necessarily adequately educated to teach for diversity and may, therefore, lack the required 'strategies' to make appropriate content and pedagogical adaptations. Davies (2014) believes because the inclusive classroom "challenges teachers to plan to meet the learning needs of a diverse range of students" (p. 510), there is a need to keep early career teachers well-informed and skilled in adjusting the curriculum and assessments. The key to successful inclusion at the secondary level for Davies is "an overarching whole-school plan that promotes continuity of appropriately sequenced experiences across year levels" (p. 523).

The importance of a school-wide response to inclusion is highlighted in the work of New Zealand researchers, Hill and Brown (2013) who suggest that the punitive nature of responses to students with challenging behaviours can often test the principles that underpin inclusive education policy. In their study, they examine the impact of a positive behaviour support programme developed for at-risk students in one secondary school. For these researchers, the teachers were fundamental to the development and success of the programme, and in their view, "are at the core of inclusion" (p. 878). However, as the literature review on which the study is developed demonstrates, to enable them to develop a successful positive support programme for students at risk of exclusion, teachers have to work towards its realisation in an ecological school-wide approach in which student and teacher belief systems are equally valid and valued and mutually supportive "management and instruction" provide possibilities for educational and social learning (p. 872).

Insights gained from Hill and Brown (2013) are commensurate with those of international studies where the emphasis on inclusion is not just about teachers 'knowing' about inclusion, but one where a school-wide approach appears more beneficial (e.g., Abawi & Oliver, 2013). In New Zealand, because school principals are also the managers of their schools, their role in creating a comprehensive and continuous culture of inclusivity is central (Carrington, Bourke, & Dharan, 2012). Morton and McMenamin's (2009) inquiry into parents' choices of schools for their children with additional education needs identified that parents' choices were influenced favourably by a school were where "the principal and the teachers [were] welcoming and where there [was] unconditional acceptance of the child's worth and potential" (p. 11). Conversely, poor staff attitudes, inadequate resources and regular changes in staffing were among the reasons parents chose to find alternative arrangements for their children. Mitchell (2010) also concluded that the ability to convey the meaning and significance of the school's inclusive philosophy whenever possible was significant. The study showed that it made a difference when principals shared this vision with others of similar commitment and were willing to advocate for often scarce resources and to distribute these equitably. Other identified features of good leadership were the ability to be flexible, to be vigilant in checking student progress and to handle disturbances appropriately.

Studies Two and Three, reported in Chapters Six and Seven, present the perspectives of principals, leaders with responsibilities for inclusion and classroom teachers from three schools in their attempts to establish an inclusive school which reflects their 'version' of what that should.

Conclusion

To bring about inclusion, Mitchell (2010) argues, changes are required at all levels of society in general and its education system in particular.

> These include differences becoming positively valued, education systems becoming morally committed to the integration of all children into a single education system, schools becoming welcoming environments, teachers becoming committed to working with all children, curricula becoming freed of 'disablist' content, and disabled people being given skills to enter the labour market. (p. 129)

This chapter has examined inclusion as a concept with reference to perspectives from national and international literature. It has taken account of its historical origins, the

ideological basis of successive policy shifts and the forces of change. This has provided a theoretical framework from which to read what related research evidence and critiques tells us about the extent to which knowledge and understandings of the principles and practice of inclusion have been structured through a pre-service secondary teacher education programme, and three secondary schools in New Zealand.

It has been argued that understandings of what inclusion is, and what inclusive educational practices mean for teacher education students, teachers and secondary schools are widely disparate. It is suggested that sources of confusion continue to lie in the language and intent of the Education Act 1989 alongside the social, economic and administrative focus of policies in operation. Other confusions are grounded in the shifting nature of the ideological framework on which the policy direction stands, the resilience of former constructions of students and their differences, and how that connects discursively to the exclusion/inclusion continuum. How these contradictions are interpreted in approaches to, and planning for, the implementation of inclusion in New Zealand's secondary education sector are examined in the following three chapters.

Chapter Four

Research Methodology

Introduction

This thesis examines the development and implementation of the policy of inclusion in the secondary education sector in New Zealand. The focus was firstly, on gaining perspectives from pre-service teacher education students preparing for a career in secondary schools that related to their understandings of inclusion. The perspectives of principals, learning support leaders and teachers currently in schools and responsible for interpreting the policy were sought to add a second dimension in regard to inclusion and inclusive educational practices. To further inform a critical understanding of the findings from the schools, discourses embedded in national and school-based documents relating to inclusion were incorporated into the analysis. This chapter outlines the research processes that were followed in order to meet these objectives.

The foundations on which decisions about the research were made in response to the research questions are detailed in the first part of the chapter, research methodology. The three studies that are foundational to the research design are then introduced, beginning with the justification for taking a mixed methods approach, using quantitative and qualitative methods. The selection of methods used within the studies is then rationalised. These include a survey for pre-service teachers, semi-structured interviews with school principals, learning support leaders and classroom teachers and analysis of official ministerial and school documents relating to Special Education and inclusion. Sampling procedures followed in the first two studies are identified. The processes through which data were collected are then introduced. These will be described further in the chapters that are specific to the three studies. Some general principles underpinning the analysis of quantitative and qualitative data respectively, as a basis for understanding the processes described in the following three chapters, are provided in the next section of this chapter. In the final section, ways in which I addressed issues of validity, reliability and trustworthiness are outlined.

The research methodology

Candy (1989) explains that research traditions have defined how research is to be carried out, what is considered worth knowing and what counts as evidence. Ways in which the research is framed and executed will reflect and will generate different understandings of society and human action (Schwandt, 2007). Social science research is grounded in three foundational elements: ontology, epistemology and methodology. Ontological and epistemological assumptions will determine the selection, shape and nature of the methodology through which a study is framed. The former relates to what is considered to be the nature of reality, and the latter to what is considered to be valid knowledge. In methodological terms, these will translate to how we can know the world and how we can gain knowledge of it (Denzin & Lincoln, 2011). Taken collectively these three elements often denote a research paradigm or framework of beliefs, values and outlooks that guide decision-making in developing and conducting the research (Kuhn, 1970). This study has drawn on methods from across the different research frameworks discussed below.

Research paradigms

Research paradigms are broadly conceptualized in the literature as positivist, interpretivist, constructivist and critical (Candy, 1989; Neuman, 2006). Though having some features in common, paradigms have distinguishing boundaries (Lincoln & Guba, 2000) and in terms of the methods and processes of analysis they use, will be categorised as either quantitative or qualitative approaches (McMillan, 2000; Merriam, 1998). Quantitative and qualitative approaches are sourced philosophically from the positivistic and naturalistic respectively (Newman & Benz, 1998).

Most quantitative researchers emphasise that there is a common reality on which people can agree (Newman & Benz, 1998) so their research designs are more likely to be associated with positivism (Punch, 2009). Positivism has its roots in physical science. A positivist approach accepts that the world is based on universal laws and truth, can be measured objectively and generalised through randomisation and control of conditional variables and the use of scientific methods (Davidson & Tolich, 2003; Guba & Lincoln, 2005). The quantitative approach, in which the key term is quantity, seeks information about the regularity, frequency or distribution of a phenomenon. It presents information about the world in the form of numbers and employs numbers and statistical procedures to demonstrate research findings (Punch, 2009). That is, in the research process, numbers are assigned to things, people and

events according to particular sets of rules; concepts are in the form of variables that can be measured. Quantitative research is deductive and categorising, or coding, precedes analysis of data (Neuman, 2006).

While quantitative research is based on the idea that phenomena can be measured in isolation of context, qualitative research employs naturalistic methods that do not separate humans from their contexts. Regardless of having different theoretical underpinnings, most qualitative research reflects the view that meaning is not discovered but socially constructed, derived through social interactions in a constant process of interpretation and reinterpretation of intentional, meaningful behaviour of people in their natural settings (Neuman, 2006; Schwandt, 1994). As Denzin and Lincoln (1998) explain, "qualitative researchers study things in their natural settings, attempting to make sense of, or interpret, phenomena in terms of the meanings people bring to them" (p. 3).

According to Cohen, Manion and Morrison (2007) qualitative approaches "penetrate situations in ways that are not always susceptible to numerical analysis" (p. 407). Rich, in-depth data are generated in response to questions that seek to interrogate how experience is created and given meaning (Davidson & Tolich, 2003). They are usually in the form of words rather than numbers, and are often coded a posteriori from interpretations of those data (Newman & Benz, 1998). A qualitative approach, therefore, relies on non-statistical means of interpreting and analysing data from a variety of sources that describe everyday experiences and meanings given to those experiences by research participants. Most qualitative research, therefore, has its roots in the interpretivist paradigm.

Critical social science research shares the ideas and methods of some interpretive researchers. It differs, however, in its fundamental concern with unmasking and addressing injustices experienced by marginalised social groups. Like interpretivists, critical researchers see reality as socially constructed, but see it also as constantly evolving in response to social, political and cultural influences. Recognition and analysis of the historicity of social structures, meanings and processes that shape understandings are important − not simply to understand how they support dominant group power − but also how they might enable change to such forces, and define possibilities for change in the world (Comstock, 2001).

Research questions

According to Shulman (1997), a mode of inquiry most suited to the research question should be selected as a methodological framework for research. It needs to take account of "the interaction of research methods with the underlying theoretical, political, or social purposes of the research being conducted" (p. 17). It is this reasoning that will connect data from which conclusions can be made. The current study had three key research objectives that defined the choice of research approach. It included a critical historical approach to policy development and the expression of its contemporary expectations in national and school-based documents. It also sought to investigate the role of teacher education in preparing pre-service secondary teachers to work within these policy prescriptions. Finally it sought understandings of how principals, learning support leaders and classroom teachers understand inclusive education policies and implement them within the "routine and problematic moments" (Denzin & Lincoln, 1998, p. 3) of their working lives in New Zealand secondary schools. More explicitly the research sought to answer the following question: to what extent, in relation to inclusive school settings, are secondary school principals, school-based specialists with specific responsibilities for supporting inclusion, classroom teachers, and pre-service teachers, equipped to understand inclusive education policies and implement these in New Zealand secondary schools?

The sub-questions are:

1. What are the scope, nature and role of Special Education policy in New Zealand's current context of inclusion, and what has influenced its development historically?

2. What are the conceptions of inclusion held by pre-service secondary school teachers and how are those conceptions impacted by the pre-service teacher education experience?

3. How do principals, classroom teachers and learning support leaders in secondary schools respond to their students' additional needs in relation to current Special Education policy and inclusive education practices?

Research design

The research design is a plan developed by the researcher to gather evidence to answer the research questions (McMillan & Schumacher, 2001). As noted above, in conducting social

science research, qualitative and/or quantitative modes of inquiry are used. While there are those who perceive these as incompatible (Lincoln & Guba, 1985), others view them as complementary rather than competing frameworks (Neuman, 2006; Tashakkori & Teddlie, 2003). This study will use a mix of qualitative and quantitative approaches.

Mixed methods

Mixed methods studies have been justified by an increasing number of researchers on the grounds of providing methodological rigour (Bazeley, 2006; Creswell, 2007; Morse, Wolfe, & Niehaus, 2006). Integration of qualitative and quantitative approaches, strategies and procedures in responding to research questions enables consideration of the complexities of an issue or a setting/context as the product of many and varied forces of change (Denzin & Lincoln, 2011; Teddlie & Tashakkori, 2009).

Tashakkori and Creswell (2007) outlined four ways in which mixed methods research can be understood. The method perspective focuses on processes and outcomes; the methodological perspective utilises methods from part of the broader context of research in which it sits; the paradigm perspective focuses primarily on the philosophical assumptions that form part of the approach; and the practice perspective uses a full range of methods, recognising that researchers are drawing on the possibilities in both quantitative and qualitative approaches. The practice perspective provides the rationale for adopting a mixed methods approach in this doctoral project. In the literature, questions have been raised about the rhetoric of policy related to inclusion in New Zealand and its implementation, about pre-service teachers' conceptions of inclusions, and about strategies adopted at the school level to realise policy prescriptions. In attempting to understand the multi-levelled complexities of institutionalising inclusion as the new philosophical and ideological basis of schooling in New Zealand, I believed these issues were strongly interrelated. It was this factor that prompted the decision to investigate all three within this doctoral project. The fact that the interconnections between these issues have not been well recognised strengthened my resolve in embarking on the project, but also informed my decision to present the strands of the research as independent studies that could be brought together in analysis. This research was, therefore, conducted over three separate studies as identified in Table 1 below. In the first of these both quantitative and qualitative data were gathered; the second was a qualitative interpretative study of interview data, and the third incorporated a critical approach to the analysis of national and school documents.

Table 1

Research Design

Data Collection	Sources
Study One	Participants
Pilot study of Survey questionnaire (20 items)	30 Stage III Education Students Enrolled in Arts-based degrees
Survey questionnaire (entry), 20 items including demographics and commentary box	217 pre-service secondary teachers
Survey questionnaires (exit), 24 items including commentary box	189 pre-service secondary teachers
Study Two	Participants
Individual semi-structured interviews (audio-taped)	Three secondary schools (Deciles 2, 5, 10) in 2015
	Three secondary school principals
	Three learning support leaders
	Three classroom teachers
Study Three	Data
Document Analysis	Ministry of Education websites
	Education Review Office documentation
	School Newsletters
	School Special Education Policy
	School Annual Plan
	Learning Support Annual Plan

Using a mixture of methods also provided opportunities for triangulation, which has enabled corroboration of data gathered from various sources (Mertens & Hesse-Biber, 2012). In this research two forms of triangulation were employed. They are data triangulation – using a variety of data sources/perspectives (Flick, Garms-Homolová, Herrmann, Kuck, & Röhnsch, 2012) (teachers, principals, learning support leaders, pre-service teachers, school documents) and methodological triangulation – the use of multiple methods (semi-structured interviews, document analysis, questionnaires) (Torrance, 2012) to study a single problem.

The three studies

Because a major issue identified in the literature relates to pre-service teachers and their preparation for teaching in inclusive classrooms, it was necessary to canvas the understandings about and the attitudes towards inclusion from a number of people entering the profession. My purpose was to gain a snapshot from a relatively large sample that could take account of the impact of the teacher education experience. My initial intention was, therefore, to seek numerical data on entry into the programme and on exit using entry and exit surveys and distributing a structured survey instrument. This would enable a measurement of differences of understanding and attitude across time. However, from responses to a piloting of the survey, it was evident that participants wanted an opportunity to express some further views. This prompted the inclusion of a qualitative component in the first study.

In the second study I was seeking rich and in-depth understandings about the implementation of inclusion and inclusive educational practices from school personnel that was context specific. It was words, not numbers that were pivotal to this inquiry. Qualitative research strategies were, therefore, considered appropriate (Strauss & Corbin, 1998). In addition, qualitative research about how the policy of inclusion has been played out in secondary schools is limited in existing literature, particularly in the New Zealand context. It was considered that face-to-face interviews would enhance opportunities for gaining greater understandings and enable the participants to reveal as much as possible about some issues that they had possibly never previously discussed openly.

The third study, analysis of school and ministerial documents, was focused on meaning and also took a qualitative approach. Prior (2004) recommends coupling documentary sources with other qualitative data that concentrates on the generation of active data, in order to gain more 'fruitful' findings. Documents were examined to locate discourses that have shaped the contexts in which they were being developed and implemented. Using document analysis methods alongside interviews allowed for richer insights into how policies were being expressed, then understood, implemented and experienced by a variety of educational practitioners on an everyday basis.

Mixing the methods

As noted above, this research followed a mixed methods design (Teddlie & Tashakkori, 2009) where both quantitative and qualitative data were gathered. As suggested by Creswell and Plano-Clark (2007) in relation to mixed methods studies, the "order in which the data were to be used, the relative weight of the quantitative and qualitative approaches and how the datasets should be related or connected" (pp. 80-81) would be significant considerations.

Tashakkori and Teddlie's (2010) views of a mixed methods research project is based on three possible dimensions relating to: the strands that make up the research, the way individual strands are carried out in relation to one another, and the stages at which the various strands are integrated. Data collection for the three independent studies outlined above was carried out over one year.

The entry/exit pre-service teacher education surveys generated quantitative and qualitative data in parallel over two sequential strands. The quantitative component probed participant views and understandings of inclusion. It consisted primarily of closed questions using a Likert-type scale for responses, and included participant demographic data. A comments box at the end of the survey gave participants the opportunity to include extra thoughts on their perceptions of inclusion. This nested qualitative component meant that the survey generated data from a mix of methods. The design was most suited to a mixed-methods approach in which the quantitative data were the main dataset and allowed for numerical responses (Sarantakos, 2005) utilising a Likert-type agreement scale. The qualitative comments provided individual thoughts or elaborations that arose from responding to the questions.

The second study was carried out in three schools and consisted of semi-structured interviews with school personnel as an independent qualitative study. This was conducted in parallel with the third study, a qualitative analysis of national and school-based documents.

The third dimension of Tashakkori and Teddlie's (2010) mixed methods approach relates to the stages at which the data are integrated, whether at data collection, analysis or inference stages. For the entry and exit surveys, first-stage integration occurred with the analysis of each of the two stages of the quantitative data from the survey delivery, and the qualitative data from the comments boxes. Next, the findings from the two sequential strands, both qualitative and quantitative, were brought together for comparison. Following independent analysis of data from the second and third studies, integration of qualitative data occurred.

This enabled me to consider any interrelated conceptual themes that emerged from the three studies. It provided me with further insights about the policy of inclusion and the perpetuation of a discourse of Special Education within it, the nature and distribution of resources (including the preparation of teachers for inclusive classrooms), and their expressions in practice. The focus was on differences, similarities and anomalies. The final analysis, incorporating findings from all three independent studies is presented in Chapter Eight of the thesis.

Sampling

This study used a purposive strategy for selecting the target schools, teacher education programme and specific participants within these institutions (Patton, 1990; Sarantakos, 2005). The logic for this strategy was that units (which can be locations, organisations, events, documents, and people) were chosen for their potential for providing appropriate data with which to address the research questions.

Study One

The participants in Study One were a group of pre-service secondary teachers who were enrolled in a one-year Graduate Diploma in Teaching (Secondary) teacher education programme. These participants had previously graduated with a degree that would provide them with teaching subject content knowledge. It was important that the programme was large enough to ensure a sample that would provide statistically significant data. I was fortunate that the first provider I approached was agreeable to the research being carried out with the secondary pre-service teacher cohort and that I had a great deal of support and co-operation from the programme and staff in administering the surveys.

Study Two

In the second study, individual interviews in three secondary schools were conducted with the principals, learning support leaders and classroom teachers, as nominated by the principal. The participating schools were purposively selected (Patton, 1990; Sarantakos, 2005) from one urban area of the North Island in New Zealand. My intention was to gain insights from a variety of schools located within diverse socio-economic settings. In New Zealand a school is categorised in terms of a decile rating, noted on the Ministry of Education website as reflecting "the extent to which it draws its students from low socio-economic communities".

It does not, however, reflect "the overall socio-economic mix of the students", nor does it "measure the standard of education delivered at a school" (Ministry of Education, 2014c).

Because of the length of time involved in collecting and analysing data, qualitative research will often involve a small number of participants. Kvale (1996) suggests that the number of participants depends on the purpose of the study. If the number of participants is too small it is not possible to make any generalisations or to test hypotheses; and if the number is too large it may not be possible to make penetrating interpretations of the interviews. For this study, three schools were selected from an initial plan to interview participants in six secondary schools. However, secondary schools experience problems in terms of tight teaching timetables for staff who teach a curriculum-based programme. This combined with the fact that the current expectations for teachers to pursue higher qualifications has created a demand for researchers to carry out studies in schools. It was, therefore, difficult to gain access to those personnel who could provide perspectives appropriate to the research intent.

I wanted also to gain perspectives from school personnel who were performing varying roles in relation to inclusion. Principals were selected because of their managerial role in the current neoliberal context. In addition, I wanted to ensure that they were committed to the research taking place in their school and were prepared to recommend and approach staff members they deemed most appropriate to my purpose. I was seeking staff dedicated to overseeing the work with students with additional needs because of the extent of their experience and possible expertise. I was also interested in hearing the perspectives of classroom teachers on the understanding that they would all have experience of working alongside students with additional needs in their classrooms. Here, I was not necessarily seeking views from teachers who were philosophically committed to or were considered experts in the field.

Study Three

When approaching school principals to request their participation in this study, I stated that, if they were agreeable, I would appreciate having access to school-level documents specific to policy and/or planning for inclusion. These documents were selected to provide insights into how schools interpreted official documentation and translated the Ministry of Education requirements into plans and strategies to be carried out in the schools. The principals and/or learning support leaders were very supportive in providing copies of relevant documentation. Any subsequent queries I had were accepted graciously and talked through as requested.

Documents were sourced as hard copy and I was directed also to additional information available through school websites. This also allowed me to gain some understandings of how school planning and priorities for inclusion were made available to the school community.

Data collection methods

All prospective participants in Studies One and Two were invited to be included in the study through a Participant Information Sheet (PIS). These forms provided an overview of the research and the specific requirements of participant involvement. Care was taken when writing the participant sheets to make the information readily accessible as it has been argued that the style in which these are written is one of the factors that can influence the response rate to questionnaires (Sarantokas, 2005). The information sheets were written in a friendly and non-threatening style so that all education personnel would understand the aims of the project, feel reassured as to its worth, and so be more willing to be involved. More significant perhaps was that I wanted them to recognise the valuable contribution they would be making to an issue that is central to their professional lives and to the lives of the students in their classes.

Survey instrument

The use of a survey provides a wider coverage and as Sarantakos (2005) explains, allows for a reduction in problems of non-contact, and enables less bias and errors. There is freedom from variations and for this study it was regarded as most suitable for the large cohort of pre-service teachers.

The Programme Leader for the secondary pre-service teacher education programme was initially contacted by phone and a meeting was arranged in which we could discuss the project. She was provided with a PIS (Appendix A) explaining the nature and purpose of the study and the amount of time that would be involved in the students' classroom session. The Programme Leader indicated her consent to allow the survey to be conducted with the participants in the programme by signing the consent form (Appendix B). After having piloted the survey and made appropriate modifications (as explained in Chapter Five), it was prepared for delivery to the pre-service teachers. Pre-service teachers were also provided with the PIS (Appendix C). Consent was indicated by their voluntary participation in the study.

In examining the conceptions and experiences of pre-service teachers in relation to inclusion and inclusive education practices, I was interested to find out two things – what the incoming

pre-service teachers knew about inclusion and how they felt about it. I was also interested to know whether there were shifts in their knowledge and attitudes over the period of preparation for their future work. This was the rationale that underpinned completion of the survey on entry and on their having completed the programme. Copies of the entry and exit questionnaires appear as Appendices D and E respectively.

The advantages of questionnaires are they can be administered to large groups and participants view them as anonymous. There is an ease of data analysis for closed questions and they are useful for measuring attitudes. The disadvantages are the need for validation, the possibility of missing data, a possible low response rate, vague answers from open-ended questions and time-consuming data analysis for open-ended questions. The entry questionnaire was piloted for clarity and balance. The issue of bias needs to be considered in case non-response rates are high. A high non-response rate can weaken a survey since it may not be possible to generalise results, especially if those who do not respond differ from those who respond (Creswell, 2002; Neuman, 2003).

Demographic information was collected from the pre-service teachers on the same day as their questionnaires were completed. Placing this section at the front of the questionnaire is considered to encourage participants to complete the questionnaire (Creswell, 2002). As noted above, the surveys included closed questions and opportunity for further responses in a comments box at the foot of both questionnaires. In addition to the entry questionnaire and demographic data (Appendix D) and the exit questionnaires (Appendix E), the surveys provided me with a comprehensive range of information about the pre-service teachers' conceptions of and attitudes towards inclusion.

Semi-structured interviews

Semi-structured interviews were conducted with the principal, learning support leader and a classroom teacher in each of the three participating schools. Initial contact was made with six school principals by email with an attached participant information sheet. Three of those contacted responded positively to my request to conduct the research in their schools. I phoned the remaining three schools and left reminder messages for the principals, but received no response. Given that a self-selected sample can compromise the generalisability of a survey and can convey several potential sources of bias that a researcher needs to be aware of, my original intention was to seek further schools at a later point. Principals were given a PIS (Appendix F) and a consent form (Appendix G) to indicate their willingness to

involve the school in this study. Selected staff were also given a PIS (Appendix H) and a consent form (Appendix I) to be completed prior to the interview taking place. As I embarked on the data collection in the first three schools, it soon became apparent that the wealth of the data generated precluded the necessity to extend the study to include three more sites. It was at this time that the decision to limit the number of participant schools was made.

There are different types of interviews: structured interviews, focused or semi-structured interviews, and unstructured interviews, otherwise categorised as standardised, semi-standardised, and non-standardised respectively (Fielding & Thomas, 2001). Structured interviews invite answers from participants to pre-established questions with pre-set response categories. Focused or semi-standardised interviews are more flexible, and are developed around some established but rather general topics. The role of the researcher becomes one of moderator or facilitator as well as interviewer. The researcher not only poses the questions one by one but facilitates, moderates, monitors and records the interactions of the participant throughout the interviews. The researcher also functions as a moderator or a facilitator in unstructured interviews. Questions are non-standardised and open-ended and anticipate in-depth responses. Semi-structured questions are a useful tool with which to acquire information by prolonged and intimate conversations (Fontana & Frey, 2000; Lindolf & Taylor, 2002; Punch, 2005). This provides participants with further opportunities to develop their thoughts and comments.

I developed an interview schedule as an informal guide to which topics and questions could be asked to take account of the specificity of each interview situation. This provided a degree of freedom in accommodating differences in the nature of the context and the different participants (Lindolf & Taylor, 2002). Interview questions were framed around the understanding of and attitudes towards inclusion, and experiences of the selected school staff members. The questions were not piloted prior to the study. Copies of the interview questions were circulated to the Principals (Appendix J) and to the other school staff (Appendix K), and consent forms were collected prior to the interviews. The participants were asked to identify their role before they spoke. Each interview lasted approximately 60 minutes and was conducted at the schools' sites at various times and days to suit the principals' and teachers' timetables. The interviews were audio-recorded with the consent of participants. To remove any bias from interviewer interception in the transcription of the interviews, an external transcriber was employed. In addition, to ensure participant confidentiality and anonymity the transcriber was required to sign a confidentiality agreement (Appendix L).

Data were the transcripts of the interviews that enabled me to analyse and interpret the responses with a view to gaining greater understanding of how the participants experienced the ways in which inclusion and inclusive educational practices were being understood and implemented, the ongoing tensions that prevailed around funding and how these experiences were perceived and represented.

Documents

"Documents are part of the fabric of our world" (Love, 2003, p. 83), and as such, they can be an important supplementary data source. Documentary research draws on historical, educational and social scientific methods and insight (McCulloch, 2004; Reese & Rury, 2008). Insightful understandings of the research context can be obtained from reviewing documents, both formal and informal, and produced at different levels. In Study Three, the interest is not only in the content of the documents, but in the meanings embodied in them, and the way they function in society (Prior, 2008). To complement the school-based research, policies developed to meet national priorities and expectations at a particular time were examined to throw a lens on current school structures and relationships that are forged, in the course of everyday events. As such, the review of documents provides rich data in portraying institutional values and beliefs, and those of participants in the setting.

Data Analysis

In quantitative studies, data collection is generally completed before data analysis begins, while in qualitative research, the researcher moves back and forth over "tracks of analysis" (Alford, 1998, p. 29). In the three studies conducted for this thesis, the quantitative and qualitative elements of the research interacted with and influenced each other in an iterative way (Creswell, 2007).

Survey

The quantitative analysis of the data followed a similar pattern to that described by Creswell and Plano-Clark (2007) where the researcher is able to view trends, identify related variables, establish correlations, and to examine the connections, if any, between demographics and other factors, and to outline the data findings. The purpose was to gather enough information that demonstrated statistically supported interpretations. Creswell and Plano-Clark (2007) explain this in part as taking descriptive data through multiple steps where an inferential

analysis can become a "greater refined analysis" (p. 131) and to where post-hoc group comparisons can be made.

The first stage of the sequential design was to quantitatively analyse the data from the entry survey questionnaire and to analyse the comments of the pre-service teachers using significant statements or quotations to form interpretations.

The repeated measures survey design occurred at the second stage of the quantitative data analyses, where data were connected to the first stage using SPSS Version 22. The software is appropriate for statistically analysing quantitative data and is commonly used in social science research (Weinberg & Abramowitz, 2008).

The analysis involved descriptive and inferential statistics where the former was used to describe the data and the latter to make inferences. A series of paired-samples t-tests was conducted between the entry and exit surveys to note any significant changes between two sets of scores. Demographic testing was conducted against the matched items and included a one-way analysis of variance (ANOVA) with the purpose of detecting differences between the item means and participant characteristics. Statistical analysis also included descriptive tests, with the aim of exploring data, and then summarising and describing the findings and making general observations, such as, gender numbers and differences, age ranges, prior teaching and special education experience, ethnicity and previous family and teaching involvement.

Exploratory factor analysis employing maximum likelihood extraction with direct Oblimin rotation was conducted using SPSS 22 on the responses of 217 pre-service teachers to 20 items on the entry survey, and a two-factor solution selected. Three items were removed due to language ambiguity, and from this a two-factor structure emerged. Coakes, Steed and Ong (2009) explain how a factor analysis enables a reduction in a large numbers of variables to be made to a smaller set of factors that can be summarised effectively and that provides a test of 'transferability'.

These were then connected to the qualitative comments and demographic variables to draw interpretations to help understand the pre-service teachers' attitudes and beliefs both at entry and exit points in their one year teacher education programme.

Semi-structured interviews

Analysis and interpretation of the interview transcripts followed a model developed in the 1980s by the Qualitative Research Unit of the National Centre for Social Research, an independent British social research organisation (Ritchie & Spencer, 1994). This enabled me to move beyond descriptive summaries of the content in the identification of key themes. As Miles and Huberman (1994) argue, theory construction should be the central to qualitative research. "Just naming and classifying what is out there is usually not enough. We need to understand the patterns, the recurrences, the *why*" (p. 67, original emphasis). By drawing on 'Framework', a matrix-based system of labelling, sorting and synthesising data, I was able to present a comprehensive and transparent interpretation of the data that combined thematic analysis (categories of things), typologies (categories of people or processes) and explanatory analysis. In a "continuous and iterative" emergent analytical process (Ritchie, Spencer & O'Connor, 2003, p. 219) that involved moving backwards and forwards from the data to analytical concepts, refining and synthesizing, I was able to reduce the data, whilst retaining constant links to it. Combining thematic and typology analysis involved looking both down and across the data to formulate possible explanations. This was a five-stage process.

The first stage of analysis, termed 'familiarization' (Ritchie & Spencer, 1994), involved my becoming thoroughly immersed in the data to gain an overview of its range and diversity. I listened to all tapes and read all transcripts through several times to gain a general understanding of the responses to the issues being discussed and of the meanings being expressed. Specific note was taken of the issues being raised as important by the participants. Having identified and reviewed the key ideas and recurrent themes, the second stage of analysis could begin. This required developing a thematic framework to support the sifting and sorting of data according to identified issues, concepts and themes. This took account of "a priori issues" (Ritchie & Spencer, 1994, p. 183), that is, those determined by the research aims as expressed in the interview schedule, as well as those identified as recurring themes or raised as significant by the participants within the interview. On closer reading/s and annotating of all data (not just that previously selected for review) vis-à-vis the thematic framework (or index), the third stage of analysis began. Termed 'indexing', this required labelling related sub-themes or topics that emerged across a set of data. As noted by Ritchie and Spencer (1994), making judgements as to the meaning and significance of the data in this way is a particularly subjective process, and for this reason I gained the support of a critical

friend who applied the process to approximately 20% of the data to test any assumptions that might have underpinned my own judgements. This demonstrated an 87% agreement rate.

To this point the framework had been applied to individual transcripts. In the fourth stage, a series of thematic charts was devised that allowed the full pattern across a set of data to be explored and reviewed. As the analysis was intended to be presented by themes, that is, by exploring themes through all participant responses, the charts were developed by topic area headings (reflecting index categories or newly emergent themes). Individual interviewees were then listed on the other dimension of the chart to allow recording of a summary of the relevant text. An example of a subject chart entries is included as Appendix M.

The final stage, termed 'mapping and interpretation' (Ritchie & Spencer, 1994) involved looking for associations, providing explanations, highlighting key characteristics and ideas. Linkages within and across matrices thus provided a sound framework from which both descriptive and explanatory accounts were possible. These could then be referred back to understandings from the reviewed literature.

By referring back to the original transcripts, which was done on many occasions, a clearer interpretation of information was able to establish a further direction for inquiry. The process of reclassification of the information was important and, as a result of this process, a deep analysis of the data was possible. In addition, outstanding issues that could be explored in future analyses could be identified. As each school and participant had been assigned an identifier for anonymity purposes, these were used in the charts. Schools were cited as S1, S2 and S3. The principals were identified as P1 to P3, learning support leaders were identified as LS1 to LS3 and classroom teachers were identified as CT1 to CT3. Their data are recorded with reference to these identifiers in Chapters Six and Seven.

Document analyses

Critical social science research questions the conceptual and theoretical bases of knowledge and method. It asks questions that go beyond prevailing and/or foundational assumptions and understandings that reflect patterns of power and social position. The analysis of publicly accessible government documents are, therefore, read against the institutional, ideological, social, political and economic environments in which they were developed in New Zealand. This provides a rich starting-point for the analysis of school documents relating to inclusion. Key Ministry of Education policy documents and evaluation reports – a source for the most

recent initiatives developed at national level to support inclusion – informed the questions posed to participants about their understandings of what constituted an inclusive school, how that might be achieved, and constraints and tensions to be confronted in meeting that objective.

Documentation from the three schools, as a means of providing insights into their philosophy and character, further informed the research. These were especially valuable for their representation of the varying schools' responses to developing an inclusive culture. School charters, mission statements and strategic plans were scrutinised for references to inclusion and Special Education. Learning support plans were critically analysed for their interpretations of national policy, curriculum differentiation and assessment adaptation. The position taken in each of the schemes towards inclusion, diversity and difference was sought, and provided a snapshot of the socio-cultural contexts in which they were conceived. Documents were used alongside each other and, when later juxtaposed with data obtained from interviews, the connection between stated objectives and practices became visible.

Ethical considerations

According to Lincoln and Guba (2000), axiology, or the values underpinning ethics, aesthetics and religion, is an essential element of a research paradigm. Codes of ethics for professional and academic associations are the conventional format for outlining of moral principles to be observed in the research process. They emphasise the importance of issues related to informed consent, privacy and confidentiality, and accuracy (Christians, 2000). In conducting this research, I was required to protect the participants from any negative outcomes, so a number of ethical issues needed to be considered. These were outlined and addressed in the application made to The University of Auckland Human Participants Ethics committee for ethical approval. Approval was subsequently obtained for three years from 19 December 2013, number 010988.

Social science traditionally insists that potential research participants have the right to be informed about the nature and consequence of the research in which they are considering to be involved. In providing informed consent, researchers have obligations to provide full details of the research project, including any risks and consequences of which participants need to be aware. Participation in this research was voluntary and those approached were given full and open information about the study and their role in it, in order to make an informed decision concerning participation (Soble, 1978). To this end, participants were

provided with an information sheet that explained the purpose, aims and duration of the study. The nature of their personal involvement was explained, possible risks addressed, and the way in which their data would be used clarified. They were informed of their right to withdraw themselves and their data from the study up until the time that data analysis began, without needing to give a reason.

Privacy, anonymity and confidentiality of the participants and participating institutions were a priority issue. Participants were assured through the PIS and CF that information about them and identifying data from the interview would be kept confidential. Names of participants were not used and their identities and those of the participating schools were not recorded in the research report or in discussions of the work at professional gatherings. In order to further protect participants' identities, all personal and private data were kept securely. Any hard copy data were coded and stored in a locked cabinet by the researcher. Electronic data were coded and stored on a password-protected computer. Consent forms were stored separately from data in locked cabinets at the University of Auckland, where the study was undertaken.

The pre-service teachers involved in the survey questionnaire were never 'at risk' of identification as the researcher gave the box of questionnaires to the programme leader and it was their responsibility to circulate these. Students voluntarily participated and included their student identity number on the front of the questionnaire forms for both entry and exit surveys which provided a means to measure changes in an individual pre-service teacher's beliefs during their teacher education programme and school practicum visits. The researcher had no means of checking individual identity against identity number. The collection of forms was completed by the programme leader and placed into a locked box.

Informed consent was obtained by interview participants signing a consent form before taking part in the study. For the pre-service teachers, consent was recorded in their participation in the survey. In emphasising informed consent, knowledge gained from deception is morally unacceptable (Soble, 1978). I could confidently state on the ethics application that deception would not be an issue for participants.

The issues of possible conflict of interest and risk also had to be considered. There was potential for me to encounter a participant in a school I had previously been professionally

involved with in the course of my work as an educational psychologist. This was addressed by having interview participants approached by a third party. In response to an email I sent seeking interest from principals of secondary schools to allow the research to be conducted in their schools, potential participating schools were identified. In addition, the principal's own participation was sought, along with his/her willingness to approach other potential participants from the leadership and teaching teams. Individuals were invited to participate and could have declined if they so wished. They were fully informed about the research, and of the fact that their privacy would be respected and confidentiality guaranteed. In addition, interview participants were informed that I had sought and obtained assurance from the principals that their decision whether or not to participate in the study would not impact their employment or standing in the school in any way.

Ethical issues relating to asymmetrical power relations throughout the research process were minimised by providing opportunities for the participants to control the interview process, to verify and edit transcripts, to make decisions over their ongoing participation in the study and to have control over the use of the data, as well as ensuring confidentiality. The interviews were audio-recorded and these were transcribed by an independent transcriber who signed a confidentiality agreement. I recognised the need for participants to feel in control of the information that could possibly become part of the data. They were, therefore, able to request that the recorder be turned off at any time during the interview, and were offered the opportunity, through the consent form, to verify or edit the transcripts if they so desired.

Mutch (2005) explains how researchers enter the lives of the participants and, as such, are in a position of power. Ethical principles must be followed and in qualitative research the study needs to be considered as trustworthy and credible. In quantitative work principles of validity and reliability must be met. The researcher's role as a professional 'insider' but interest group 'outsider' was acknowledged and the needs for sensitivity were primary considerations in this study as it was deemed essential to be a good listener and to be sensitive to others' education responsibilities and to adhere to ethical protocols.

Reliability, validity and trustworthiness

In order for research findings to be accepted and convincing, the data details, design and decisions must be trusted by the reader as being believable, accurate and correct. Strategies to enhance the validity of mixed-methods studies include recognising the role of the

complementary strategies and adhering to the methodological assumptions of each method (Morse et al., 2006).

For quantitative designs, Mutch (2005) suggests that the researcher needs to document the basis of its validity and reliability. However, Mutch also indicates that for qualitative research, trustworthiness and credibility are the vital factors. While validity means that the study actually measures what it set out to measure, the aim of trustworthiness to support the argument that the inquiry's findings are "worth paying attention to" (Lincoln & Guba, 1985, p. 290)

In qualitative research, 'trustworthiness' has been considered a more useful reconceptualisation of validity that better fits the theory of interpretivism (Mishler, 1990). To determine trustworthiness of evidence in this study, four criteria recommended by Lincoln and Guba (1985) were used – credibility (connected to the 'truth value' of the research findings), confirmability (demonstrating links between data, analysis and claims), transferability (providing 'thick descriptions' of relevant evidence) and dependability (demonstrating reflexivity and responsiveness to the field).

In this study careful attention was given to the way data were collected, analysed and interpreted and how the findings are presented (Merriam, 1998). Triangulation, the practice of using several data collection methods and studying a range of participants in the research enabled examination of the research problem from more than one vantage point, to support the credibility of the findings (Schwandt, 2007).

Confirmability was supported by the careful demonstration of the links between the data, analysis and the inferences drawn. Participants in the study were also able to verify their transcripts thereby focusing on procedures for dependability as well as confirmability (Guba & Lincoln, 1989).

In qualitative research, transferability, or the extent to which conclusions may represent a wider population or context, places an onus on the researcher to build and present a case through thick description. This makes transferability judgements more viable (Lincoln & Guba 1985; Merriam 1998). To this end, the words and interpretations of the participants were faithfully recorded and used to provide an authentic account of their perceptions and experiences of inclusion.

Denzin and Lincoln (2000) argue, moreover, that the quality of trustworthiness is demonstrated in interpretivist research more in the final research account than in the stipulation of methods used. They claim that it is the inferences drawn from the data that are important, thus making validity relative to purposes and circumstances. Techniques were thus planned to minimise error, distortion or misunderstanding, and disconfirming evidence and contradictions were sought in order to demonstrate that the study is rigorous and trustworthy.

Conclusion

This chapter has outlined the research processes followed in the study in terms of methodology and design. The case for the appropriateness of a mixed methods form of research for the study has been argued, suggesting that such an approach has enabled complementary understandings in attempting to approach the complexities that shape the research problem. Characteristics of the different methods employed, and how they apply to the research undertaken are explained. The profiles of the participants have been outlined and ethical considerations are addressed. Who the participants were and how the research settings were selected has been explained and validated. Ethical considerations, and an introduction to the strategies used to manage and analyse data from the investigation are outlined in preparation for elaboration in the following three chapters.

Chapter Five

Study One: Pre-Service Teachers

Introduction

Within the current policy context, inclusive educational practices are a necessary component of good teaching practice and initial preparation for teaching has a vital role to play in developing an understanding of the significance and implementation of these practices. The central purpose for this study was to examine the beliefs and attitudes that pre-service secondary school teachers enrolled in a one-year graduate teacher education programme in a New Zealand university held in regard to their understanding of the concepts of inclusion and inclusive educational practices, which was incorporated in a Conceptions of Inclusion questionnaire. It sought to contribute to answering the second research question: what are the understandings and experiences of pre-service secondary teachers in relation to inclusive educational practices and Special Education policies and how are these conceptions impacted by the pre-service teacher's education experience.

As part of an overall mixed methods design, the study utilised both qualitative and quantitative data to examine the beliefs and attitudes of the pre-service teachers and to question whether links could be identified between their beliefs and attitudes about inclusion and inclusive educational practices and their prior teaching and/or Special Education experiences. The design of the study enabled insights into ways in which pre-service teachers' views on teaching in inclusive classrooms changed over the course of their teacher education programme. This involved administration of a questionnaire at the commencement of their teacher education programme (February), and again, in a slightly modified form, at the completion of the programme (November). Insights gained from the questionnaire allowed consideration of possible implications for the successful implementation of inclusion and inclusive educational practices in secondary schools and in secondary teacher education programmes.

Factors associated with pre-service teachers' conceptions of inclusion

Teacher-related factors

Research across compulsory and non-compulsory education sectors has long demonstrated that a positive attitude towards and confidence in supporting students with additional educational needs, along with provision of appropriate resources, are underlying pre-cursers

to successful implementation and sustained commitment to inclusive educational reform (Forlin & Bamford, 2005; Forlin, Douglas, & Hattie, 1996; Poon, Ng, Wong, & Kaur, 2014). Engagement with inclusive practices and opportunities for professional development and mentorship has been suggested as providing pathways to instilling such confidence. Teacher-related variables are, therefore, of particular importance because of the prominent role of teachers with regard to implementation of inclusive practices.

Tait and Purdie (2000) recognised that the "attitudes of teachers toward people with disabilities are important because of the relationship, albeit complex, between attitudes and behaviour" (p. 26). Negative attitudes towards students with additional needs, they argued, can result in negative outcomes. Similarly, positive attitudes can support positive outcomes. In a recent study, however, it has been found that teachers are more likely to take a neutral or negative stance towards including students with additional needs in regular classrooms (de Boer, Pijl, & Minnaert, 2011). For this reason Bertrand and Marsh (2015) advise caution about relying on student learning outcomes data that might be impacted by teacher preconceptions of low expectations of students with additional needs.

Increasingly, however, attention has focused on the need to look towards the pre-service teacher education experience as the optimal opportunity to provide the knowledge, strategies and skills to instil in prospective educators the efficacy and competence to teach inclusively (Peebles & Mendaglio, 2014; Rouse, 2008; Sharma et al., 2006). It is important to understand pre-service teachers' conceptions of inclusion for, as Hemmings and Woodcock (2011) assert, positive attitudes are the foundation for their future in teaching.

Within the compulsory education sector, studies have been conducted with primary, middle and secondary level pre-service teachers that have focused on their views and beliefs about inclusion. There are a number of commonalities from different national contexts. Concerns have been raised by pre-service primary and secondary teachers as to how they would cope without adequate resources (Lambe, 2011; Lambe & Bones, 2006a; 2006b). A study across pre-school, primary and secondary sectors in four nations concluded that lack of resources – material and personal support – was believed to be the greatest barrier to fulfilling the aims of inclusion. This was followed by lack of knowledge and skills and an associated lack of confidence in teaching students with additional needs. These factors were considered also to impact the degree of acceptance of the principle of inclusion (Sharma, Forlin, & Loreman, 2007). Other factors that have been found to impact pre-service teacher education students'

attitudes to inclusion include class size, workload implications, and doubts about their ability to manage all students to the detriment of none (Lambe & Bones, 2006b; Peebles & Mendaglio, 2014).

Demographic factors

Demographic and experiential factors can have an impact on the degree to which pre-service teachers express positive or negative perceptions towards inclusion (Forlin, Loreman, Sharma, & Earle, 2009). Research, for example, that of Avramidis and Norwich (2002), considered the relevance of factors such as gender, age, years of teaching experience, year level taught, prior contact with children with special needs and disabilities, and pre-service preparation. They referred to these factors as impacting in varying ways on whether a teacher is able to "accept the inclusion principle" (p. 136). These researchers found the role of gender to be inconclusive (Avramidis & Norwich, 2002); while others suggested that female teachers may express more positive perceptions (Eichinger, Rizzo, & Sirotnik, 1991). Other demographic factors that have not received much attention in research literature but that may impact upon conceptions of inclusion include ethnicity and level of education. Additionally, it is necessary to understand the broader context. This is essential because many studies are situated in contexts where there is a relatively longer history of inclusive education than in others. School location and decile ranking, as in New Zealand, for example, may also be of relevance.

Personal experiences, individual personality factors, and philosophies of pre-service teachers may be additional and crucial factors to consider when evaluating their attitudes and beliefs about inclusion. Close contact with either a family member or person with a disability generally leads to positive attitudes towards inclusion (Burge, Ouellette-Kuntz, Hutchinson, & Box, 2008; Loreman, Forlin, & Sharma, 2007). In one study it was demonstrated that teachers who have close friends with a disability were more confident in teaching within an inclusive environment (Subban & Sharma, 2006), and this was considered to be related to a willingness to encompass inclusive practices (Sharma et al., 2007; Sharma, Moore, & Sonawane, 2009).

Studies by Hastings and Oakford (2003) and Ross-Hill (2009) showed no significant differences for attitudes towards inclusion that related to previous classroom experience. Yet, Boyle et al. (2013) and de Boer et al. (2011) found that teachers who had just left university were significantly more positive than those with some teaching experience. Some research

with pre-service teachers has shown greater positivity towards inclusion in their final year of study than in their first year (Sosu, Mtika, & Colucci-Gray, 2010). This finding prompted an interest in providing an opportunity for pre-service teachers to comment on their conceptions of inclusion both on entry to and on completion of their teacher education programme. A point of difference between Sosu et al.'s study (2010) and that being reported here was the duration of this pre-service teacher education programme, which was within an 11-month period.

Ross-Hill (2009) indicated that secondary school teachers were significantly less positive towards inclusion than those who taught at pre-school and/or primary school. Issues specific to the secondary sector include subject specialism and the implications for the number of students with whom teachers are working. Avramidis, Bayliss and Burden (2000) have argued that those who study science courses are more focused on academic performance and are less positive towards inclusion, whereas those who study humanities are more positive. Secondary schools also tend to focus more on curriculum differentiation, or the structuring of instruction to meet the aptitude of individual students. Prominently featured in a study of inclusive secondary school teachers in Australia was their view that secondary schools remain a challenge "due to their traditional focus on curriculum, examinations, subjects and the large numbers of students allocated to each teacher" (Pearce, 2009, pp. 2-3). Outlining extensive research, Pearce argued that teachers need training in Special Education. These studies provide an insight into the complex and varied nature of the different views that pre-service teachers hold in regard to their conceptions about inclusion.

Design of teacher education programmes: Special Education or inclusion modules

Variability in relation to the attitudes of teachers has, therefore, formed the basis of a number of interventions at the pre-service teacher education level (de Boer, Pijl, Post, & Minnaert, 2012). The interest generated in pre-service teacher beliefs and attitudes has resulted in the development and trialling of programmes or courses for prospective educators that aim to inform and provide relevant experience that will stimulate attitudinal change (Florian et al., 2010). Important amongst these are studies that survey pre-service teachers prior and subsequent to focused exposure to teacher education for inclusion (see for example, Campbell et al; 2003; Hemmings & Woodcock, 2011).

Some studies have concluded that those with higher levels of training and those who studied postgraduate degrees in the area of Special Education or inclusion held more positive

attitudes towards inclusion (Forlin et al., 2009; Sharma et al., 2009; Van Reusen, Shoho, & Barker, 2001). Others have examined ways in which courses devoted to Special Education have impacted on pre-service teachers (Hastings, Hewes, Lock, & Witting, 1996). An analysis of those who had completed modules dedicated specifically to Special Education and/or inclusive education revealed improved attitudes towards inclusion (Kraska & Boyle, 2014; Shade & Stewart, 2001; Sharma, Forlin, & Loreman, 2008; Spandagou, Evans, & Little, 2008; Subban & Sharma 2006).

The Inclusive Practice Project at the University of Aberdeen has gained international attention for the possibilities offered in its 'reform' of the one-year Postgraduate Diploma of Education programme. This programme incorporated all pre-existing programmes into one to ensure that social and educational inclusion was addressed within its core (Florian & Rouse, 2009; Rouse, 2008). Other research has demonstrated the limitations of the one-year model. One such study conducted across pre-service programmes for secondary teachers of varying forms and lengths across 11 Canadian Faculties of Education concluded that one-year post-degree programmes graduated less inclusive teachers than all other post-degree or concurrent degree programmes (Specht et al., 2015). Particular strategies have also been identified as useful in supporting inclusion. A collaborative exercise across Australian universities explored the positive impact on pre-service teacher consciousness of reflexive practices promoted through inclusive education modules (Bentley-Williams & Morgan, 2013). For these authors, the significance of these modules was in enabling today's socially and culturally diverse pre-service teachers to move beyond simply accepting diversity, to making a genuine commitment to ethically informed decisions and quality inclusive practice.

Research about the benefits of these courses is mixed, but discussion as to whether separate units on Special Education and forms of Special Education practicum should be compulsory has been ongoing (Forbes, 2007). New Zealand researchers in the previous decade had noted little progress had been made in realising the new policy direction. While the rhetoric about inclusion appears evident (Kearney & Kane, 2006), the implementation of programmes to support this objective has taken a backward move (Higgins et al., 2008; Morton & Gordon, 2006; Slee, 2006). Moreover, Kane (2005) did not find any significant impact from these courses on the levels of comfort that teachers felt when interacting with disabled students. Very few pre-service teacher education programmes in New Zealand appear to include a module on Special Education or inclusion and there is no compulsory programme that is required within the teacher education curriculum for this to occur on a nation-wide basis.

Clearly, this is a matter for urgent consideration given the Special Education Update from the Ministry of Education that recommends as a priority "building educator capability and capacity" through "initial teacher training on inclusion and identification" (Ministry of Education, 2015a).

Materials

The questionnaires: Teachers' attitudes and conceptions towards inclusion scale adjusted

Data were collected using an entry and exit questionnaire. The Conceptions of Inclusion (CIQ) questionnaire comprised 20 items from several sources, which were developed to assess a range of matters relating to pre-service teacher attitudes towards inclusion. To assist in developing a scale that fitted best with the study, the Attitudes Toward Inclusive Education Scale (Wilczenski, 1992; 1995) was sourced as an example. It used a 6 point Likert-type agreement scale (1= strongly disagree to 6 = strongly agree) with three disagree categories and three agree categories. The instrument for the CIQ used in this study drew on items from Wilczenski (1995), who explained how the scale had been calibrated in their study via a Rasch Analysis. Because the instrument showed positive and negative attitudes, it was ideally suited for this study. Development of the instrument for this study also drew on Sharma et al. (2012), namely, the Teacher Efficacy for Inclusive Practices (TEIP).

In the entry survey only, data were obtained for several independent variables; gender, age, previous family involvement in teaching, ethnicity, previous classroom experience, previous Special Education experience and previous teaching sector group experience (such as early childhood, primary, secondary and/or tertiary). The range of questions seeking demographic data that accompanied the questionnaire was drawn primarily from the work of Van Reusen et al. (2001). New Zealand's increased migration patterns over the past 20 years shaped the decision to collect information related to ethnicity. Categorisation of ethnic groupings followed that defined by the New Zealand Statistics Department (Statistics NZ, 2012). In the entry survey, the pre-service teachers were asked to rate the 20 items. The pre-service teachers were invited to provide further information, if they wished to in a comment box that was included at the end of the questionnaire.

In the exit survey data were obtained from the original 20 items previously outlined, with Item 2 amended to the past tense on the understanding that students would have had the chance to reflect on whether, having completed their teacher education programme, they felt adequately prepared for working with students with additional support needs. Four further

items were included and these related to: whether pre-service teachers' views on inclusive educational practices had changed as a result of their practicum experiences in 2014; if they had concerns regarding their preparation to teach students in an inclusive classroom setting; whether their understanding about Special Education and disabilities had developed throughout the year; and how confident they felt in regard to practising the concept of inclusion in an inclusive educational classroom for all students. The pre-service teachers were again invited to provide further information in the comment box at the end of the questionnaire if they so desired.

Negatively worded Items (5, 9, 12 and 14) were reverse scored to maintain uniformity in score calculations.

Procedures

Having gained approval from The University of Auckland Research Ethics Committee (Reference Number 010988), an approach was made to a Secondary Teacher Education Programme leader to explain the study and seek approval for the questionnaire to be completed by the cohort group for the following year (2014). On gaining approval, discussions regarding the administration of the entry and exit surveys were held. The pre-service teachers were recruited during tutorials, and under the ethical guidelines, completion and submission of the questionnaires were deemed to indicate consent. The surveys were administered by a third party during a tutorial session. Students were asked to include their student identity number so that their responses on entry to and exit from the programme could be matched, and any changes in their beliefs and attitudes analysed. Participant confidentiality could be maintained as names were not asked for.

A pilot study of the entry questionnaire was first conducted with a Stage III Education class in an Arts-based undergraduate degree, with permission from their lecturer. The lecturer also assisted by explaining the study and administering the questionnaire. In response, changes were made by re-arranging items so that respondents were not primed early about questions that followed. In addition, an open-ended comment box was included at the end of the CIQ, as a number of the students demonstrated their desire to add comments to some of the questions to expand on, explain or justify their response by writing additional information alongside their numerical responses. The decision to include a comment box at the end of both surveys for this study was, therefore, to provide an opportunity for pre-service teachers to comment further on anything that related to inclusion and inclusive education. There was

no pilot study for the exit survey. Data were collected at the start of the programme (February, 2014) and again at the end of the programme (November, 2014).

Participants

Participants were recruited from a population of pre-service secondary teachers at one teacher education facility in a large urban area of New Zealand. They were invited to complete the questionnaire on two occasions – on entry to their teacher education programme, and later that year on exit. Personal details requested on the survey form attested to the ethnic, age and experiential diversity of the participant group. The length of the pre-service teacher education programme and practicum were identical for all participants. Table 2 shows the characteristics of the pre-service teachers who completed the entry questionnaire.

Table 2
Characteristics of the Pre-service Teachers' Cohort for Entry and Matched Conceptions of Inclusion Questionnaires (CIQ)

Characteristic	Entry only (*n=217*)	Matched (*n=177*)
Age categories		
20-25 years	134 (62%)	112 (63%)
26-30 years	31 (14%)	23 (13%)
31-35 years	12 (6%)	10 (6%)
36-40 years	13 (6%)	11 (6%)
41-45 years	12 (6%)	8 (4.5%)
46+ years	10 (5%)	8 (4.5%)
Not specified	5 (1%)	5 (3%)
Gender		
Male	83 (38%)	65 (37%)
Female	131 (60.5%)	110 (62%)
Not specified	3 (1.5%)	2 (1%)
Whanau/family teaching involvement		
With	104 (47.5%)	83 (47%)
Without	110 (50%)	91 (62%)
Not specified	2 (2.5%)	3 (2%)
Ethnicity		
New Zealand Europeans/Pakeha	137 (63%)	117 (66%)
Maori	14 (6%)	13 (7%)
Pasifika	17 (8%)	9 (5%)
Asian	36 (17%)	29 (16%)
MELAA (Middle East, Latin America, African)	9 (4%)	6 (4%)
Not specified	4 (2%)	3 (2%)
Major Teaching subject		
Arts	56 (24%)	46 (27%)
Social Sciences	53 (22%)	44 (26%)
English	36 (15%)	19 (11%)
Science	25 (11%)	10 (6%)
Language including ESOL	19 (8%)	16 (9%)

Mathematics and Statistics	17 (7%)	13 (7%)
Health and Physical Education	17 (7%)	11 (6%)
Technology	7 (3%)	7 (4%)
Te Reo Maori	5 (2%)	2 (1%)
Other (e.g., Special Education and Religious Education)	3 (1%)	2 (1%)
Prior Classroom experiences		
Early Childhood	4 (2%)	2 (1%)
Primary (Years 1-6)	7 (3%)	3 (2%)
Intermediate (Years 7-8)	6 (3%)	4 (2%)
Secondary (Years 9-13)	28 (13%)	19 (11%)
Tertiary	18 (8%)	17 (10%)
Other (Pilates instruction, private tutor, swimming)	21 (10%)	7 (4%)
Multiple sectors (Primary/Secondary, Early Childhood/Primary/ Intermediate)	22 (10%)	20 (11%)
No prior classroom experiences	111 (51%)	105 (59%)
Prior Special Education teaching experiences		
Early Childhood	0 (0%)	0 (0%)
Primary (Years 1-6)	3 (12%)	2 (12%)
Intermediate (Years 7-8)	2 (8%)	2 (12%)
Secondary (Years 9-13)	3 (12%)	3 (18%)
Tertiary	9 (36%)	8 (47%)
Other (Pilates instruction, private tutor, swimming)	8 (32%)	2 (11%)
Total responses	25 (100%)	17 (100%)

Pre-service teacher characteristics

Of the 217 pre-service teachers asked to complete the entry survey there was a 100% return rate. A total of 189 surveys were returned in the exit survey. Data in the exit survey were matched with the entry survey participants, indicating that a total of 177 participants completed both the entry and exit questionnaires. It was not possible to match the remaining responses because of the absence of matching student identification numbers or student transience. Forty-nine (23%) and 48 (27%) of the pre-service teachers provided statements in the comment box in the entry survey and exit survey respectively.

As shown in Table 2, all 217 pre-service teachers completed the demographic questions in the entry survey and, of these, 177 pre-service teachers were matched with responses on the exit survey by student identification. Table 2 shows that age, gender and ethnicity of the group varied little for both entry and matched survey data, but small variations can be observed across the other participant characteristics. As noted earlier, the exit survey did not request demographic details.

Age, gender and ethnicity

The pre-service teachers ranged in age from 20 years to 46 and above years (median about 23). Females comprised 61% of the sample, and 63% identified as European with smaller proportions of Asian (17%), Pasifika (8%), Māori (6%), Middle East/Latin American/African (4%), and unspecified (2%).

Major teaching subject

The distribution of major teaching subjects into which pre-service teachers were enrolled, according to the entry and matched survey data (Table 2) showed greatest variation for the four largest groups: the Arts, Social Sciences, English and Science areas. Those specialising in the Arts and Social Sciences, both of which were proportionately represented in the matched sample, increased by 3% and 4% respectively. The English and Science groups recorded a decrease of 4% and 5% respectively. However, the proportion of responses recorded for these groups was much lower than that of the Arts and Social Sciences pre-service teachers. The remaining curriculum subjects (Languages including ESOL, Mathematics and Statistics, Health and Physical Education, Technology, Te Reo Māori and Special Education and Religious Education) ranged from between 1% to 8%, for both the entry and matched groups, with Languages including ESOL being the highest.

Prior classroom and Special Education teaching experiences

Almost half (49%) of the pre-service teachers had prior classroom experiences, and many of those had taught in multiple sectors. Given that the teacher education programme was one for pre-service secondary teachers, then predictably, prior classroom experience was highest in the secondary (Years 9-13) sector at 13%, with a group of other forms of tutoring and teaching at 10%, multiple sectors (primary/secondary, early childhood/primary/intermediate) at 10% and tertiary at 8%. The remainder had no prior experience. The matched data indicated a small change, with only 41% pre-service teachers indicating prior experience compared with 59% having no prior classroom experience. The greatest change was indicated in the group 'other' (that is, non-formal schooling) from 10% in the entry data to 4% in the matched data indicating a 66% reduction.

Of the 25 participants on entry who indicated they had prior Special Education experiences, this was mainly in the tertiary sector (37%) or on 'other' non-formal education activities

(32%). Eight participants only recorded experiences with young people in the Primary (Years 1-6), Intermediate (Years 7-8) or Secondary (Years 9-13) schooling sectors.

Results

A total of 217 pre-service teachers completed the entry questionnaire and 189 the exit questionnaire. In all, 177 pre-service teachers completed both questionnaires (the matched group).

Means and standard deviations

The means and standard deviations indicated in Table 3 are for the entry, exit, and matched groups.

Table 3
Summary of Means and Standard Deviations of Scores on the Conceptions of Inclusion Questionnaire (CIQ) for Entry, Exit and Matched Pre-Service Teachers

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Item	Item Wording	Cross-sectional data				Matched data			
		Entry (n=217)		Exit (n=189)		Entry (n=177)		Exit (n=177)	
		M	SD	M	SD	M	SD	M	SD
1	*Students with additional support needs should be in a mainstream school*	4.4	1.04	4.2	1.09	4.4	1.04	4.2	1.09
2 **	*I feel that my teacher training programme will prepare me adequately for working with all students irrespective of disabilities*	3.9	1.24	4.0	1.08	4.0	1.22	4.0	1.22
3	*I feel competent to work with students who have varying levels of disabilities*	4.0	1.30	4.1	1.07	4.0	1.30	4.1	1.07
4	*The presence of students with additional support needs in my mainstream class will only have a minimal effect upon my implementation of the standard curriculum*	3.6	1.12	3.8	1.06	3.6	1.12	3.8	1.06
5*	*Including students with additional support needs in the classroom can adversely affect the learning environment for other students in the classroom*	3.9	1.30	3.2	1.25	3.9	1.30	3.8	1.25
6	*It is more important for schools to promote social inclusion than academic achievement*	3.8	1.09	3.8	1.11	3.8	1.09	3.8	1.11
7	*I support the policy of inclusion only if extra support is given to the teacher in the classroom*	4.1	1.29	4.1	1.30	4.1	1.29	4.1	1.30
8	*I will be able to make a positive educational difference to students with additional support needs in my classroom*	4.8	0.82	4.7	0.87	4.8	0.82	4.7	0.87
9*	*Student peers will reject students with additional support needs*	4.6	1.15	4.5	1.12	4.6	1.15	4.5	1.11

Item	Item Wording	Cross-sectional data Entry (n=217)		Cross-sectional data Exit (n=189)		Matched data Entry (n=177)		Matched data Exit (n=177)	
		M	SD	M	SD	M	SD	M	SD
10	*Students with additional support needs learn best when grouped with others with similar needs*	3.2	1.08	3.2	1.16	3.2	1.08	3.2	1.16
11	*A lot of the learning strategies employed in the classroom are applicable to all students not just those with additional support needs*	4.6	1.02	4.8	1.00	4.6	1.02	4.8	1.00
12*	*It is not beneficial for children with additional support needs to be educated in mainstream schools*	4.7	1.19	4.7	1.10	4.7	1.19	4.7	1.10
13	*It is my job, as a teacher, to provide alternative materials for students who have additional support needs (e.g. printed sheets of work from the whiteboard, Braille translation)*	4.7	1.15	4.4	1.33	4.7	1.15	4.4	1.33
14*	*I am concerned I will not have the skills required to teach students who have additional needs in an inclusive setting*	3.1	1.20	3.6	1.26	3.1	1.20	3.6	1.26
15	*The teacher should usually attempt to ensure that all the students in their class, irrespective of levels of difficulty or ability, are able to participate in the class as much as is possible*	5.6	0.73	5.4	0.83	5.6	0.73	5.4	0.84
16	*With appropriate support, I could teach all students (including students with additional support needs) in the same class*	5.1	0.90	5.1	0.91	5.1	0.90	5.1	0.91
17	*A teacher, if given what are regarded to be appropriate resources, could teach the vast majority of students with additional support needs*	4.9	0.94	4.9	0.89	4.8	0.94	4.9	0.89
18	*It is more important for schools to promote academic achievement than social inclusion*	4.0	1.18	3.9	1.10	4.0	1.18	3.9	1.10
19	*I support the policy of inclusion even if extra support is not given to the teacher in the classroom*	4.0	1.33	4.0	1.34	4.0	1.33	4.0	1.34
20	*The best way to ensure quality of provision is for all students to be educated in an inclusive classroom*	4.5	1.05	4.4	1.05	4.5	1.05	4.4	1.05
21	*I have changed my views on inclusive educational practices as a result of my practicum experiences in 2014*	-	-	3.8	1.42	-	-	-	-

Item	Item Wording	Cross-sectional data				Matched data			
		Entry (n=217)		Exit (n=189)		Entry (n=177)		Exit (n=177)	
		M	SD	M	SD	M	SD	M	SD
22	*I have no concerns regarding my preparation to teach students in an inclusive classroom setting*	-	-	3.7	1.31	-	-	-	-
23	*My understanding about students with special education and disabilities has developed following my practicum experiences*	-	-	4.3	1.34	-	-	-	-
24	*I am uncertain as to how well I will practise the concept of inclusion in an inclusive educational classroom for all my students*	-	-	3.3	1.16	-	-	-	-

Note: *Reverse coded Items 5, 9, 12 and 14

**Item 2 Changed in exit survey to read: I feel I am well prepared to adequately work with all students irrespective of disabilities

Analysis at Item level

There were a number of items where there were statistically significant differences between the entry and exit data. Some of these had importance in terms of informing the education of teachers for adopting inclusive practices in their classrooms.

Item 14 (pre-service teachers being concerned about not having the skills required to teach students with additional needs in an inclusive setting) and Item 22 in the exit survey (having no concerns regarding their preparation to teach students in an inclusive classroom) are similarly constructed questions and they attracted mixed responses. In the exit survey there were few indications that their teacher education programmes and school visits alleviated their concerns regarding having the necessary skills to teach students with additional needs in an inclusive setting. In fact, the small increase between these scores suggests otherwise. In the exit survey it might have been expected that the average scores would be significantly larger than the entry scores, thus reflecting the positive impact that the teacher education programme had in reducing their concerns. Apparently, this did not happen.

The majority of the items in both the entry and exit data reflect few changes, except for Items 11, 13, 14 and 15. For these Items, the pre-service teachers in the exit survey were more convinced that inclusive classroom strategies would apply to all students. They did not believe that preparation of additional resources was their responsibility, and they believed that they may not have the necessary skills to teach all students. After their teacher education programme and practicum experiences, they were more tentative and they were unsure whether all students could participate within their classroom.

Although significant differences are indicated in the scores before and after their teacher education programme, other factors may have influenced the pre-service teachers' responses, and it cannot be assumed that their experiences during the education programme were causative of changes in the mean scores on the CIQ.

Analysis by Participant Characteristics

To further understand any relationships between the demographic characteristics (gender, ethnicity, age, teaching subject, prior teaching experience and prior Special Education experience) and the CIQ a one-way ANOVA was conducted of each item using the demographic details supplied by the pre-service teachers in the entry survey.

At entry only

By prior teaching and Special Education experience

There were no statistically significant differences on most items in the entry survey, except for Item 6 (F(1,215)=5.609, p<.05*), where those who had prior teaching experience (*M* = 3.93, *SD* = 1.102) differed from those who had not (*M* = 3.74, *SD* = 1.053). Those who had some prior teaching experience were more inclined to believe that it was more important for schools to promote social inclusive over academic achievement, but this did not occur for those with prior Special Education experience.

By gender and ethnicity

Significant differences were found by gender for Items 5, 6 and 18. For Item 5, whether including students with additional support needs would adversely affect the learning environment for other students, there was a significant difference (F(2,214)=5.501, p<.01**) between males (*M* = 3.46, *SD* = 1.232) and females (*M* = 4.038, *SD* = 1.255). The males felt that including students with additional needs in the classroom would not adversely affect the learning environment for other students whereas the females felt that it would. For Item 6, a significant difference was recorded between the males (*M* = 3.56, *SD* = 1.014) and females (*M* = 4.01, *SD* = 1.065). The females considered that social inclusion was more important than academic achievement (F(2,214)=6.480, p<.01**). For Item 18, there was a significant difference (F(2,214)=7.309, p<.01**) between the males (*M* = 3.69, *SD* = 1.112) who gave this a lower rating, than the females (M = 4.25, SD = 1.145) and this suggests that the males were more favourably inclined towards social inclusion and less favourable towards academic achievement.

There were no significant differences on the 20 items by ethnicity.

By age

Post-hoc analyses were used to distinguish among the responses of the six age groups and later for major teaching subject. When considering the age of the pre-service teachers, there were significant differences for Items 1, 4, 8 and 20. The first three of these Items (1, 4 and 8) related to considerations about having students with additional needs in mainstreams schools and classrooms. There were significant differences by age groups in Item 1, as to whether students with additional support needs should be in a mainstream school, especially between those aged 41-45 years and all other age groups (F(6,210)=3.743, p<.01**). In Item 4,

whether the presence of students with additional support needs in a mainstream class would only have a minimal effect upon the pre-service teachers' implementation of the standard curriculum, there was a significant difference for those between 20-25 years and 41 years and above ($F_{(6,210)}=2.302$, $p<.05*$). For those aged between 26-30 years and aged 41 years and above, in Item 8, there was a significant discrepancy as to whether a pre-service teacher would be able to make a positive educational difference to students with additional support needs in their classroom ($F_{(6,210)}=2.804$, $p<.05*$).

The next two Items (12 and 20) related to the philosophic views. There were significant differences between the 20-25 years and those 41 years and above in Item 12, whether students with additional support needs would benefit from being educated in mainstream schools ($F_{(6,210)}=3.142$, $p<.01**$). A significant difference was indicated between the majority of age groups and for those 46 years and above in Item 20, as to whether the quality of providing and delivering the curriculum was the best way for all students to be educated within an inclusive classroom ($F_{(9,207)}=2.183$, $p<.05*$).

Most of these differences indicate that the older age groups, that is those 41 years and above, were more likely to differ from their younger colleagues on the Items, except for Item 8 where the significant difference was between those aged 26-30 years and the older age groups; these older groups appeared to be more receptive to including all students with additional needs in their classrooms, were more inclined to rate social inclusion over academic achievement and believed that inclusion was the best way to deliver a quality curriculum.

By major teaching subject

In the major teaching subject category a one-way ANOVA indicated significant differences for Items 3, 7, 19 and 20. For Item 3, whether the pre-service teachers felt competent to work with students who had varying levels of disabilities they differed amongst all the teaching subjects ($F_{(9.207)}=1.930$, $p<.05*$). Item 7 showed a significant difference for Arts teachers only, that is, in regard to supporting the policy of inclusion but only if extra support was given to the teacher in the classroom ($F_{(9,207)}=2.384$, $p<.05*$). For Item 19, ($F_{(9,207)}=2.630$, $p<.01**$) about whether the policy of inclusion would be supported by teachers even if extra support was not given to the teachers in the classrooms, there were clear differences between English and Science teachers, with Science teachers being less supportive of inclusion. However, for Item 20, that the way to ensure quality of provision is

to support all students' education in an inclusive classroom, there was a difference between the Science pre-service teachers and all others across the subject areas ($F(9,207)=2.032$, $p<.05*$). It seems that the pre-service Science teachers were not convinced that quality of provision for all students could be achieved in an inclusive classroom. This gives an early indication that the type of curriculum subject may be the influential factor here; one such example of a projected difficulty could relate to laboratory safety requirements.

At exit only

There were fewer differences by demographic characteristics on exit than on entry, which may indicate convergence of opinion over the period of their programme. Differences that occurred on entry no longer remained, although there were three items where the pre-service teachers differed for the first time.

Differences for age were indicated in Item 2, for those between 20-25 and 35-40 years and all other age groups, as to whether the teacher education programmes would prepare pre-service teachers to teach all students ($F(6,182)=2.320$, $p<.05*$). That the younger age group signalled concerns is crucial, given that those between 20-25 years formed a significant portion (62%) of the pre-service participants. This then raises issues about how confident they felt in regard to whether their teacher education programme had prepared them with the skills they would need as an inclusive educator.

For Item 9, differences by age were evident with regard to whether student peers would reject students with additional support needs. The views differed for those aged between 20-25 years and 26-30 years and for 46 and above ($F(6,183)=2.548$, $p<.05*$). This outcome points to the younger age group being more convinced that student peers would reject students with additional needs, whereas the two next groups were less convinced. Younger pre-service teachers held less positive views as to whether they could deliver a quality educational experience for all students, regardless of additional support needs.

The pre-service teachers with Special Education experience were in greater agreement about promoting social inclusion following their teacher education programme and school practicum visits and this was further indicated in Item 18, with a small decrease to promoting academic achievement over social inclusion. It seems that after being involved in practicum visits and assisting students with additional needs, the pre-service teachers were also slightly more inclined to see social inclusion as being more important than academic achievement.

Of the four additional items in the exit survey, Items 21 and 23 revealed that the pre-service teachers held concerns about whether they were adequately prepared to teach within an inclusive classroom setting and it appears that their practicum experiences did not alleviate these concerns. Although the pre-service teachers were certain enough about how they would practise the concept of inclusion (Item 24) and believed they had sufficient skills to do so, they also believed that their levels of understanding about students with additional needs had increased (Item 23). Their views, as indicated in the mid-way response points (Item 21), suggest that whatever beliefs they held, in regard to inclusion and inclusive educational practices prior to their teaching programmes and practicum experiences remained constant. This suggests that further research to explore possible explanations would be useful, perhaps by follow-up interviews of a selection of participants in a future study. For those pre-service teachers heading towards their first teaching appointment, the uncertainties on how they might practise inclusion (Item 24) is worrying in that, unless there is professional development within the school to provide this, they may not be well equipped to implement inclusive educational practices.

Analysis of Matched Entry and Exit Surveys

A series of paired-samples t-tests (Pallant, 2011) was conducted on the matched data to evaluate the impact of the intervention on the scores of the pre-service teachers who completed both administrations of the CIQ (Table 3). There were four Items (11, 13, 14 and 15) where there were statistically significant differences between the entry and exit data collection. Some of these had importance in terms of informing the education of teachers for adopting inclusive practices in their classrooms.

A statistically significant increase was present in the CIQ scores for Item 11 from the entry survey ($M = 4.58$, $SD = 1.03$) to the exit survey ($M = 4.80$, $SD = 1.00$), $t(176) = 2.07$, $p < .05*$ (two-tailed). The eta squared statistic (.024) reflected a small to moderate effect size. This indicated that the pre-service teachers in the exit survey were slightly more convinced that classroom learning strategies could apply to all students regardless of their additional learning needs.

There was a statistically significant decrease present in the CIQ scores for Item 13 from the entry survey ($M = 4.68$, $SD = 1.15$) to the exit survey ($M = 4.38$, SD 1.33), $t(176) = 2.58$, $p. < .05*$ (two-tailed). The eta squared statistic (.038) indicated a small to moderate effect size. It appeared that the pre-service teachers in the exit survey were less convinced that it was their

job to provide alternative materials, such as printed sheets of work from the whiteboard, for students with additional learning needs.

For Item 14, (a reverse coded item), a statistically significant increase was indicated in the CIQ scores from the entry survey ($M = 3.06$, $SD = 1.20$) to the exit survey ($M = 3.56$, $SD = 1.26$), $t(176) = -4.96$, p.<.05* (two-tailed). The eta squared statistic (.139) indicated a large effect size. In the exit survey the pre-service teachers appeared to be much less concerned than in the entry survey about not having the required skills to teach students with additional needs in an inclusive setting.

A statistically significant decrease was found for Item 15 in the CIQ scores from the entry survey ($M = 5.55$, $SD = .73$) to the exit survey ($M = 5.36$, $SD = .83$), $t(176) = 2.27$, p. <.05* (two-tailed). The eta squared statistic (.029) indicated a small to moderate effect size. Whilst the pre-service teachers were mostly convinced that students at all levels of difficulty should participate within the classroom, it seems that as a result of their teacher education programme and practicum they were not as convinced they were able to ensure all students could participate in the classroom.

Exploratory Factor Analysis

The CIQ scale was used to determine pre-service teachers' concepts about inclusion during their teacher education programme and has not previously been used in any study that included pre-service teachers. An analysis of its psychometric properties was completed.

An exploratory factor analysis was completed using all of the 217 responses from the entry survey. The 20 items of the CIQ were subjected to a maximum likelihood extraction with direct oblimin rotation using SPSS Version 22. Three items were removed and an interpretable two-factor structure emerged. Those deleted were: Item 5 – *including students with additional support needs in the classroom can adversely affect the learning environment for other students in the classroom*; Item 7 – *I support the policy of inclusion only if extra support is given to the teacher in the classroom;* and Item 10 – *students with additional support needs learn best when grouped with others with similar needs*. These three items were considered to contain ambiguous language that affected reliability levels and might be re-considered in a future questionnaire with some refinement of the language to establish greater clarity. These cross-loaded substantially across factors and their deletion produced a stronger factor structure.

The final 17 items resulted in two interpretable factors that had satisfactory internal consistency. These two factors were: (I) Beliefs about Inclusion and (II) Inclusive Classroom Practices. Reliability using Cronbach's alpha demonstrated moderate to strong reliability for Factor I (10 items, α = 0.680) and Factor II (7 items, α = 0.658). DeVellis (2003) recommends a minimum of .7 for an ideal internal consistency and both of the factors have values close to that. The factors and factor loadings are shown in Table 4.

Table 4

Factor Loadings for Exploratory Factor Analysis with Maximum Likelihood and Oblimin Rotation for 17 items in the Conceptions of Inclusion Entry Questionnaire (n=217)

Items		Factor Loadings	
		I	II
	Beliefs about Inclusion (Factor I) α = .680		
17	A teacher, if given what are regarded to be appropriate resources, could teach the vast majority of students with additional support needs	**.761**	-.007
16	With appropriate support, I could teach all students (including students with additional support needs) in the same class	**.648**	.068
15	The teacher should usually attempt to ensure that all the students in their class, irrespective of levels of difficulty or ability, are able to participate in the class as much as is possible	**.525**	-.087
20	The best way to ensure quality of provision is for all students to be educated in an inclusive classroom	**.453**	.210
11	A lot of the learning strategies employed in the classroom are applicable to all students not just those with additional support needs	**.448**	.007
1	Students with additional support needs should be in a mainstream school	**.348**	.104
12*	It is not beneficial for children with additional support needs to be educated in mainstream schools	**.295**	-.017
6	It is more important for schools to promote social inclusion than academic achievement	**.239**	.044
18	It is more important for schools to promote academic achievement than social inclusion	**.221**	-.139
9*	Student peers will reject students with additional support needs	**.189**	.055
	Inclusive Classroom Practices (Factor II) α = .658		
3	I feel competent to work with students who have varying levels of disabilities	.128	**.651**
14*	I am concerned I will not have the skills required to teach students who have additional needs in an inclusive setting	-.176	**.601**
2	I feel that my teacher training programme will prepare me adequately for working with all students irrespective of disability	.024	**.511**
8	I will be able to make a positive educational difference to students with additional support needs in my classroom	.361	**.501**
4	The presence of students with additional support needs in my mainstream class will have only a minimal effect upon my implementation of the standard curriculum	.032	**.377**
19	I support the policy of inclusion even if extra support is not given to the teacher in the classroom	.218	**.241**
13	It is my job, as a teacher, to provide alternative materials for students who have additional support needs (e.g. printed sheets of work from the whiteboard, Braille translation)	.141	**.198**

*Reverse Coded: Items 9, 12 and 14 (Items 5, 7 and 10 excluded)

Factor I (Beliefs about Inclusion) consisted of 10 items and accounted for 21.8% of the variance. The pre-service teachers conceptualised their understanding of inclusion and believed they should receive extra resources that would enable them to teach all students regardless of individual need and that the students would be able to learn in an inclusive classroom. The views of the pre-service teachers were also considered as to whether social inclusion took precedence over academic achievement. **Factor II** (Inclusive Classroom Practices) consisted of seven items and accounted for 10.7% of the variance. It expressed the pre-service teachers' perceptions of their level of competence to teach inclusively and how they might gain the skills to do so. These items also enabled the pre-service teachers to demonstrate their understandings of the implications of inclusion for their practice. This factor also reflected varying personal beliefs about inclusion and a degree of ambivalence about the possible benefits or detrimental impacts for students in the classroom.

Analyses and discussion

Social inclusion versus academic achievement

Analysis of the entry and exit data suggested that one of the more contentious issues was whether or not social inclusion or academic achievement should be privileged as an outcome of the learning experiences of all students. The pre-service teachers' positive attitudes towards social inclusion points to them believing that students prefer just to be included with others for them to gain multiple advantages to learning even though the pre-service teachers also believed that academic achievement formed a vital part of students' needs at secondary school.

It appeared that females and older pre-service teachers favoured social inclusion whilst those teaching the Sciences favoured academic achievement. At the close of their education training programme the youngest group, which accounted for almost two-thirds of the cohort, were expressing most reservations about their readiness to teach inclusively and about the benefits of inclusion for all students. For both surveys, females were more favourably inclined to social inclusion and, surprisingly, the males were less favourably inclined to academic achievement. Further reference is made in this chapter conclusion about the ambiguity of the two items relating to social inclusion and academic achievement and where a clearer perspective of gender preference in both 'social inclusion' and 'academic achievement' might show greater clarity if only one item represented both statements. Additionally, the pre-service teachers, further into their teaching careers, might hold different

attitudes and beliefs. If pre-service teachers are to become committed to the importance of creating a socially inclusive educational environment, their understanding of the terms and practical applications within an inclusive classroom might be best experienced first as fully experienced classroom teachers or through in-school professional development.

There was a clear difference between the pre-service teachers who were preparing to teach Science and those who were preparing in Arts subjects. This difference may be a reflection of the natures of both subjects. As a practically-based subject, other than those group projects connected to the Science Fair-type of learning, Science is often considered to require greater individual understanding of factual material. It tends to focus more on individual and experimental modes of classroom interaction, and which, unlike subjects in the Arts and English curricula, generally gives fewer opportunities for group discussion and cooperative learning development. This could suggest a future need to seek ways by which a modification of the Science curriculum delivery could be fostered within an inclusive classroom to encompass increased group and interactive learning styles, and which would promote inclusive practices. Of interest were the responses from Health/PE pre-service teachers who indicated that after their teacher education programme there was a positive shift that suggests they believed that students with additional support needs would have a minimal effect on the pre-service teacher being able to deliver the curriculum.

Impact of training/practicum

Little change occurred between the surveys in regard to whether the pre-service teachers were able to ensure that quality of teaching and resources could be maintained in an inclusive classroom. This confusing view suggests that the teacher education programme and practicum experiences were unable to adequately convince them otherwise. Despite the pre-service teachers feeling competent to work with students who had varying levels of disability, there was little positive shift in reported beliefs and practices at the end of their teacher education programme.

It might have been assumed both in the planning of this study and the pre-service teachers' beliefs that, following a full year teacher education programme, the pre-service teachers would hold more positive beliefs towards inclusive educational practices, yet this was not so. Second, a positive shift in believing that students with additional support needs should be in a mainstream school might have also occurred. Finally, the pre-service teachers, despite holding initial positive beliefs, were not convinced that, even with having appropriate support

and resources, the input of their teacher education programme and practicum visits rendered this possible. Therefore, it appears that the pre-service teachers, despite maintaining those positive feelings that their teacher education programme would preface their initiation into secondary school teaching, believed this did not happen.

Implementing inclusive practices

Pre-service teachers confidently believed they would be able to make a positive educational difference to students with additional support needs in their classroom, despite little positive shift in both surveys. Additionally, there was an even greater belief that they would not be well equipped after their teacher education programme and practicum experiences. This outcome points to doubts in having the competence and skills to impart inclusive practices, despite them holding positive beliefs that students' learning strategies used in the classroom could be applied to all students.

Overall, the pre-service teachers appeared to maintain their support for the policy of inclusion even if extra support were not given. However, it was evident that they held a somewhat neutral view about this and they were uncertain and tentative about how inclusion might be best implemented. Those pre-service teachers aged 41 years and above differed from their younger colleagues and they believed they could make a greater and positive educational difference to students with additional needs. They considered that students with additional needs should be in mainstream schools and that inclusive classrooms were ideally best. In believing that students with additional support needs would have a minimal effect upon the pre-service teachers delivering the standard curriculum, there was little positive shift as might have been expected following their school visits. Yet, it may equally reflect a paucity of understanding about the notions of 'inclusion' and 'inclusive educational practices' within secondary schools and could, arguably, be related to a lack of in-school professional development. The four additional questions in the exit survey point to the hesitancy that the pre-service teachers hold in regard to implementing inclusive educational practices. The pre-service teachers re-asserted their concerns regarding their preparedness to teach within an inclusive classroom setting, but were not convinced their teacher education programme prepared them adequately. This is in accord with some of the views, as noted in the qualitative analyses of this chapter.

They also believed that it was not their job to provide alternative materials, such as printed papers and various additional resources. Whether having a teacher aide to provide this would enable more effective inclusive educational practices and/or whether having an assistant to prepare resources begs the need for a further discussion about the viability of teacher aides and their role effectiveness.

In summary, these responses indicated that the pre-service teachers' attitudes and beliefs about inclusion remained relatively constant during the year. There is little to suggest a major change occurred in their beliefs as a result of their teacher education programme and practicum experiences. Despite the pre-service teachers holding positive beliefs about inclusion, they were unsure about the effects that students with additional needs would have upon their being able to implement the curriculum to all students. Comparing the responses of those who completed both the entry and exit surveys, the pre-service teachers were very supportive of the policy of inclusion and affirmed that it was their responsibility to support students within a mainstream classroom who had additional support needs. Whilst they believed that learning strategies applied to all students, regardless of the levels of individual learning difficulties, there was no significant and positive shift to demonstrate a firm belief that all students could participate within an inclusive classroom after the pre-service teachers' formal training.

Qualitative data

In the entry survey, 48 comments were made in the questionnaire comment boxes. This comprised 22.5% of the 217 participants who completed the questionnaire. Of the 189 participants in the exit survey, 47, or 28%, provided additional comments. Fourteen of the 177 matched participant responses included comments on both entry and exit questionnaires. When the secondary teacher education programme concluded in November, the pre-service teachers had studied and taught, with supervision, specialist subjects in a range of classroom settings. Their responses at this stage of the research would have been further informed by contact with individual subject tutors and classroom teachers, their academic study within the university programme, shared discussions with fellow cohort members, experiences of different school environments and cultures, and classroom practicum experiences.

The organisation, interpretation, description and analysis of the data gathered through the comment boxes were completed using qualitative thematic analysis as outlined by Braun and

Clarke (2006) whose thematic analysis "can potentially provide a rich and detailed, yet complex account of data" (p. 5). More significantly, by identifying, selecting, analysing, and reporting on patterns or themes within data, issues of relevance to the research questions were brought into focus. For the most part, in this study, the themes were identified in terms of their explicit semantic content rather than for possible meanings beyond the actual written words. They were then organised according to the identified patterns, summarised, interpreted and discussed alongside other literature in the field, in terms of their significance, their broader meanings and their implications (Patton, 1990). In some instances, the analysis recognised ideological underpinnings beyond and informing what was articulated in the data, involving something of the thematic discourse analysis tradition (Braun & Clark, 2006). This was most specific in the theme "enablers and barriers", which reflects the historically resilient socio-cultural contexts and structural asymmetry through which understandings of the inclusion/exclusion dichotomy have been inscribed.

Following an approach adopted by other researchers in the field, specific phrases or sentences that were used regularly by the pre-service teachers in various ways formed the basis of the selection of codes that were assigned to individual responses (Avramidis & Norwich, 2002; Boyle et al., 2013; Hardy & Woodcock, 2014; Killoran, Woronko, & Zaretsky, 2013; Lambe, 2011; Poon et al., 2014; Rayner & Fluck, 2014). In an iterative process of re-reading and re-evaluation, these were aggregated into four themes, which encapsulated the foci of the responses in relation to the research concerns.

The four themes are knowledge about inclusion, inclusion in practice, the role of teacher education, and, enablers and barriers.

Knowledge about inclusion

One of the greatest concerns raised by the pre-service teachers was their lack of knowledge about students who had additional needs and their own lack of experience. These concerns were expressed in the first instance as their inability to respond appropriately to the questionnaire.

> *Need a 'maybe' option; half of these I am genuinely not sure about*
>
> *I don't feel experienced enough to give a firm or accurate answer to any of these questions*

A lot of questions require certainty of the situation. I feel I can't accurately answer until I have been in these situations

I feel as though I lack the experience to make informed judgements on these questions

In my first week of the teaching programme I really feel ill-equipped to answer these questions … no experience yet

Early in their teacher education programme, some pre-service teachers were clearly articulating this lack of knowledge and experience of inclusion which, given their identified age, for some, could well be a function of the fact that they had attended school before the 1989 policy had introduced the new policy direction. A 41-45 year old male, who had no prior teaching experience, felt he knew *"too little to be well informed"*. In some instances it was not only age, but also the country of origin that could have precluded understanding of inclusion. As one non-European participant with no prior teaching experience observed, *"It hasn't even occurred to me that I could be teaching students with special needs"*. Unfortunately, the programme did little to overcome the gap in his knowledge. As he acknowledged on the exit survey: *"Seems like I need some special training to prepare myself to be able to teach students with special needs confidently"*.

Several of the responses indicated that, because the survey was conducted in the early stages of the programme, there had not been an opportunity to have gained the appropriate knowledge to either respond to the questionnaire or plan for an inclusive classroom. Despite having experience as a teacher aide across educational sectors, the pre-service teachers did not necessarily have the basic teaching experiences or the planning skills to understand inclusion.

I think this Form is very hard to answer at this stage. I haven't been taught to be a teacher yet or even planned a lesson

For one pre-service teacher, it was his lack of medical knowledge that was of concern in the event that he would be unable to offer the appropriate support.

my only concerns would be in regards to teaching disabled children would be my lack of knowledge in medical conditions and if anything bad were to happen. I would not

> *know what to do. In saying that, I know children with disabilities who can most definitely cope in mainstream classes, or in some cases, can exceed non-disabled children*

Whilst most of the examples noted above reflect an explicit statement about their knowledge and experience of inclusion, others can be read in terms of their latent ideological underpinnings. The lack of knowledge was often implicitly expressed in an understanding of inclusion as a 'problem' to be managed. This was often accompanied by the supposedly liberal concern for all the students in the class that in fact simultaneously expressed negativity about the students whose additional needs were to be accommodated.

> *I don't feel that I know enough about being in a classroom to truly know how I would cope with a student with disabilities. I support inclusion but don't know what is best for both the disabled students and others in the class*

> *I think that this would have be assessed case by case as there are several levels of disability and in the best interests of all students, it may hinder other students' learning*

Some responses indicated that knowledge was closely linked to experience. So, for example, having gained some knowledge through the practicum experience, the young Māori woman in the second example above has become far more committed to the inclusive model.

> *After having a number of students with disabilities in a mainstream class I believe that it is definitely important to include them in*

This response is reflective of a few members of the group who had some form of knowledge about inclusion, whether from experience in the field or from association with someone with disabilities. This knowledge enabled them to make thoughtful comments about the inclusion of all children in the classroom.

> *Coming from the perspective of someone who works with a child who requires learning support I believe that the inclusion of such students into mainstream schooling is extremely important for self-esteem, social cognition and access to a broad learning experience*

> *A lot of the answers would depend on the kinds of disabilities which are being considered. Some disabilities would make it harder to include students in the same*

classes but students with those disabilities could still be in the same school. We had a unit at my secondary school for students with more severe disabilities which meant they needed more support. I think inclusion at some level is probably important to teach students awareness

On reflection at the end of the programme, and as a teacher about to move into the classroom, this young woman was a little more cautious in her comment.

My main concern is having the resources, training and time to adequately provide for students who need additional support

Similarly, a male health and physical education specialist, who had prior experience at primary, intermediate and secondary school levels, was able to ponder on the precarious nature of equity in education.

Providing all students with the same opportunities does not necessarily mean equality in education outcomes

Of those who endorsed inclusion as a policy direction, some did so from a theoretical and philosophical standpoint of social justice. The following comments are from participants who have had experience in the field. Some recognise that social justice relies on all members of society being appropriately informed.

Inclusive classrooms lead to inclusive societies

Every child from whatever culture they come from must be given the equal right to education regardless of their disability. Mainstreaming students with special needs encourages interaction between students of all abilities, creates an awareness among the community there are students who need support

It is beneficial for the students without additional support needs to be exposed to those that do have these needs. It is a form of social learning; teaches tolerance and understanding and promotes empathic students

Others expressed the more liberal concern for equality of opportunity, noting explicitly that every child has a right to education regardless of their disability, or spoke in terms of equity, or fairness.

Depending on the level of disability all students should be educated in an inclusive classroom. Because in the real world there are different levels of disability

Decisions for inclusion in mainstream as opposed to special education classes need to be based on fairness to all. All students should be in classes that have sufficient resources for their level of need

The teacher education experience served to confirm this young woman's view of fairness.

Inclusion really depends upon the severity of the issue: it would be unfair for students to be in a class that was ill-equipped to help them, but it is unfair for students to be excluded from mainstream if they can cope with it

Nonetheless, for some, there was a clear recognition that gaining knowledge and experience was only starting, but would be on-going.

I am very uncertain in these beliefs and am therefore open to discussion and what I will learn this year and in my career

Inclusion in practice

Many pre-service teachers, especially after they had gained some teaching experience during the year, affirmed that there was a need for ancillary support in the classroom. Very few of the group demonstrated any understanding of the way Special Education was funded. One woman with considerable experience working with students requiring additional support across educational sectors was aware that GSE had been removed as a separate stand-alone agency and re-integrated as a new part of the Ministry of Education.

The critical and important issue is the way funding from Group Special Education is allocated to schools and the lack of support in place for students, teachers and parents. Funding should be in place for all special needs students regardless of whether the school is Decile 1 or 10. Basing RTLB teachers in schools, including secondary, would be highly beneficial

Others recognised that successful inclusion would be dependent upon availability of support and the extent of the need.

Providing support and avenues for support will always enable a teacher to be more equipped and better prepared when creating a sound, inclusive classroom setting

Participants noted that demands placed on a teacher who has little support but who has a positive view of inclusion could result in a decline in the quality of teaching. While philosophically agreeing that feeling included is very important, there were concerns that meeting this objective could easily be undermined. These pre-service teachers believed it would be difficult to satisfy all the students' needs without appropriate support.

A lot of disabilities and extra support situations really depend on the extent of the support needed

Where a teacher does not have support I worry this could lead to negative impacts

This concern sometimes included the often-contentious but commonly-expressed argument that attending to an individual student's needs may take the teacher's attention away from other students. In the next statement the pre-service teacher, a 26-30 year old male who had had some teaching experience in the tertiary sector, was aware that additional resources would be necessary. However, he noted the possible implications if the required resources were not in place. He was aware of what inclusion meant and of its desired end goal.

The key here is support. Without additional resources it will be very difficult to properly reach special needs students. They will require more time, which will take away from other students which can breed resentment. The concept of inclusion is excellent and should be the end goal but it does complicate a teacher's job and without proper support it is not going to be successful

This tension was echoed by another young woman at the end of the year in her recognition that teachers in New Zealand were struggling to ensure support and resources in order to implement inclusive educational practices.

Teachers in NZ are already struggling with class sizes and range of difficulties however a student should not be victimised for this oversight. If appropriate support and resources are provided then it will be easier for teachers to incorporate students with learning needs into a mainstream classroom

Following their experience in schools, a number of participants endorsed the role of teacher aides.

More teacher aides needed

I believe that students who need additional support work really well when they have a teacher aide with them in class. I saw it in my second practicum and noticed how well they worked with their peers. Not only that, but the teacher was able to do all they could to help

Nonetheless, allocation of such resources was sometimes seen in terms of the benefits they brought to others in the class rather than to the student to whom they had been allocated.

Teacher aides are very useful, not only for the student with a disability, but if the student is particularly disruptive that will help eliminate the possible negative effects on the rest of the class

Others acknowledged their experience of various initiatives within schools, but there was little attempt to question how such initiatives might be accommodated within a policy of inclusion.

I have seen Pegasus units work well in schools as those with learning disabilities get the benefits of a mainstream school setting in combination with extra support

I went on practicum 1 where there was an option to work with students who have disabilities within the learning centre they have at school and participation within mainstream classes

In general, however, there remained some lack of clarity about how the policy was played out in practice. Questions remained as to which students would be entitled to extra support, and whether the participants would be able to access the support that they felt they would need when they took up positions in schools.

Teachers may need additional support if the disability is severe

As a teacher I would try my very best to cater for my students needs in the best way I can. That may be difficult at times to provide the level of additional assistance to

students with disabilities in comparison to other students. I would want extra assistance in my classroom

It really needs to be looked at by a case by case basis, depending on schools and teachers rather than big picture because of the diversity of students and schools and whether they have the resource

The role of teacher education

There were several responses that related directly to the role of teacher education. Several felt that little "training" had been made available to help prepare them in their practice. This meant that they felt ill-prepared to work alongside students in an inclusive way. While on practicum, some participants were *"surprised to see how many students had learning difficulties and the extent of them"*. Several acknowledged the importance of mentoring but none of the data provided details of observed strategies in the classroom. A number of the pre-service teachers were critical about the lack of preparation and teaching opportunities that were included in their teacher education programme.

Generally, there was an expectation that preparation to practise inclusion would be gained during the pre-service one year theory and practicum sessions. On entry to their course, a number of the pre-service teachers believed that this was necessary if they were to successfully "cope with" and "manage" their inclusive classrooms.

Pre-service teachers should be trained to cope with students who need additional support in the course

With training and guidance along with appropriate access to specific resources I would be able to actively support students with various degrees of disability/additional support requirements. Not all children who may be in need of additional learning support qualify so unfortunately teachers need to be able to cope with that

There was little acknowledgement from the exit survey comments to suggest that these expectations had translated into reality.

Not much focus on special needs and how to deal with special learning difficulties students in this course

This course is NOT of sufficient depth to enable me to teach students with most learning disabilities although it is possible that learning tailored to the individual student would be more efficient. I know the difficulty inherent in teaching students with different disabilities within one class, ex practicum. My knowledge was not sufficient. What I had gained was rather awareness of directions of difficulties and solutions

One participant did acknowledge that the group had been introduced to issues of diversity and difference and that this had served as an overarching guide of how classroom practice had changed over time, and what was no longer appropriate today. This was reflective of the post-modern tendency to fragment difference and underpins a similarly fragmented approach to introducing inclusion in the current secondary teacher education programmes. However, he expressed a wish that this had extended to more practical support for current classroom practice.

I have found a lot of time has been spent speaking conceptually about diversity and difference yet relatively little to no time employing practical best practice teaching methods. There has been a predominance of passive learning while talking about how this is an outdated and ineffective way to teach

At the outset, a 20-25 year old male participant, who had had experience as a support worker for a student with additional needs during the summer, expressed some scepticism about what practical training they would receive during their teacher education programme.

It is my belief that teachers are not sufficiently trained in special needs education to a level where they can have special needs students in a classroom as much behaviour are incorrectly punished, managed and other students find them disruptive

On exit his concerns appear to have had some foundation.

I do not feel like we have done anything during teachers' training to help prepare practically to teach students with disabilities in an inclusive way. Ideally, I would like to include students with disabilities in my classroom but with the skills I have right

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now, I do not think I could do it well and both student and the rest of the class would suffer

Despite holding positive attitudes towards inclusion, a number of participants recognised that it would require appropriate teacher education and guidance to enable them to overcome any challenges within the classroom to cater for students with additional support needs. A young woman who expressed an understanding on entry to the programme about the complexity of disability in terms of the provision of appropriate support was still focused on this issue in her exit commentary.

> *For learning disabilities, such as hearing impaired and blind it would be great to have the option to do a couple of classes on ways to include students, example, sign language, the tools to give Braille notes. I found those the most common, but in the classes I taught in Practicum they were not as obvious*

Some pre-service teachers, therefore, felt that greater depth of learning was required if they were able to support a wide variety of support needs. Because most of them had little to no experience with students who needed additional support, they recognised that further focused education was needed.

> *The diversity of students always challenges me and to be able to teach inclusively I think my current experiences and knowledge are not enough yet*

> *As a teacher, I feel equipped to teach an ESOL student without additional support in the classroom but would struggle with a student who had severe cognitive disabilities and would expect additional support*

At the conclusion of their teacher education programme a number of pre-service teachers wrote of the extent to which they believed their practicum experiences related to their learning.

> *I did not have a lot of experience during my teaching to work with those of special needs and disabilities*

I have found on practicum that both schools I attended had good support for differently abled students. However, I only had experience teaching EAL [English as an additional language] and one mildly Dyslexic student, so my interaction was a lot different to what may be applicable here. I would hope my employer would be just as well-resourced and supportive in helping me to teach any students I have that require that additional support

Mentors on Practicum were not necessarily the best in the area of disability. Often their [the students'] learning needs were ignored or overlooked

The programme had stimulated some awareness of current issues. A small number of students commented on the current concern with curriculum differentiation as a strategy for addressing diversity in the classroom. This was sometimes linked to debates about the perceived limitations of "mainstreaming".

We should do more on differentiation

Extent of student's ability to interact with peers and staff determines, in my mind, whether they should attend a mainstream school, or if they have a large support requirement, they need additional support from a revised curriculum and specially trained staff

Some students were also stimulated to present some thoughtful comments relating to how they perceived the relative importance of academic achievement and social inclusion.

I think academic achievement and social inclusion are both just as important as each other rather than more important than one another. Social inclusion is the very key for students to grow socially and academically

I feel there needs to be a balance between social inclusion and academic success. You can't have one more important than the other

I feel schools should value both inclusion and academic achievement equally, one should not be promoted over the other; they are not mutually exclusive ideals

> *Students who have additional needs do need extra support but also need their peers to progress in their learning. Social and academic progress goes hand in hand*

Enablers and barriers

In their comments, participants demonstrated or identified factors at play that either constrained their own understandings of inclusion or that were potential barriers to the creation of inclusive classrooms. Constraining factors included a lack of understanding of the policy and what it should look like in practice, holding negative attitudes towards the policy direction, and the resilience of the exclusionary education practices and the discourses on which they had been established. Lack of appropriate support also figured as a constraining factor. Other pre-service teachers recognised factors that supported understanding and successful implementation of inclusion. Paramount amongst these were comments like those cited earlier, that "*inclusive classrooms lead to inclusive societies',* and "*in the real world there are different levels of disabilities*".

Such comments reflected the recognition that inclusion could function socially within the classroom to have a positive spin-off for the development of socially conscious young adults.

> *I have been in classes with students who may have needed extra support/attention and have seen how much they loved being with all the other students… they enjoyed their school experience and all the students were friends/were tolerant of these students and that is also very important to experience as a child*

Some younger members of the group had encountered personal experiences of successful inclusive educational practices in schools as students. One young woman wrote of such an experience, and of the questions that remained unanswered as to the organisational details that underpinned the practice.

> *I went to a school where it was normal to have disabled children interact socially with everyone. I'm assuming they had a programme for their education; however they were included in other aspects of schooling*

These questions were no more satisfactorily answered when she was on practicum, but did make her aware of the implications if she were not to have access to further learning in the area.

While on practicum I did come across a few special needs students who did not have a support person with them. They did fine in class and were included in all activities. Some students were quite needy and perhaps did need a support person, however if I was better educated, briefed on their specific needs, I would feel more confident to teach them

A number of the pre-service teachers demonstrated positive attitudes towards inclusion. For some, the essence of teaching lay in their love and passion for conveying valuable knowledge. In support of his belief that social inclusion should take priority over learning outcomes, for example, a young Indian pre-service teacher made the following comment:

Passion = Fire = Warmth = Love = Love what you teach the rest will flow

Others, who had not been personally involved with students who required additional educational support, demonstrated positive attitudes towards the potential of inclusion as a means of creating a more meaningful educational experience for the students.

I am not 100 percent sure on answers as I have personally not been put in this situation but I do believe inclusion could be beneficial with appropriate help

Reflecting the contentious nature of what inclusion should actually be some of this group uncritically assumed that having a separate unit was within the circle of inclusion.

Mainstream secondary schools should have a separate unit for special needs students

Some disabilities would make it harder to include students in the same classes but students with those disabilities could still be in the same school

I would like to get more resources on how I could engage all learners especially those with learning disabilities. Links, website, hard copy resources. I feel like I've had some experience at a special unit through the dance department

However, the fact that the policy of inclusion remained a contentious issue meant that, without personal experience, the teacher education participants could be influenced by a variety of opinions, as in the case of this young New Zealand woman, who had begun to question whether a policy of total inclusion enabled all students to receive the optimal education experience.

I always felt inclusion was a beautiful thing but recently spoke to someone who told me that in fact a special school was a more supportive environment for kids with special needs than a mainstream school

Where some attempt at interrogating the policy was demonstrated, vestiges of former discursive constructions of disability coalesced with the current shift away from institutionalism. Acknowledging on the entry questionnaire that "*the term inclusion can be interpreted in different ways",* the participant on exiting the programme echoed the categorisation and treatment discourse that was embedded in the medical model and concerns about management that have framed neoliberal imperatives.

In my opinion it depends on the level of disability. Someone in a wheelchair is much easier to deal with than a blind or a deaf student. On every occasion, I think the student with disabilities should have some experience with a mainstream school to prepare them for life

Similarly,

I think inclusion is good for both students with disabilities and mainstream students, but the type of disability will affect how easy it is for the teacher to prepare. Support for blind/deaf students would be more important than for ADHD/Dyslexic students

Lack of resources and, in one case, inadequately planned provision were acknowledged as a major barrier to success.

Students should be included in all mainstream schools regardless of their conditions but it is crucial that support is given to students by the school as well as the teacher

Any student can be well supported with enough attention, but the amount of attention a teacher can provide is limited. Additional support frees up a teacher's attention

At my practicum school the 'special needs' kids were all lumped together and had diverse needs (e.g. ADHD and Autism) and so they clashed. Earlier in the year they had had a physical fight

Despite recognition that there was some way to go in achieving the required knowledge, experience and skills in this important aspect of their preparation for teaching, a number of

the participants were optimistic that this would come with the appropriate support and their own professional growth.

> *I personally have no experience or have learnt how to work with students with disabilities but with help I think I can still provide for all students in my lesson*

> *With experience and support my confidence in preparing for students with additional needs will improve*

> *I would be happy to accommodate special needs/disability students but would appreciate support and professional development opportunities*

Qualitative analysis

The four themes that emerged from the pre-service teachers' comments provided a platform from which to understand the individual conceptions of inclusion held by the pre-service teachers. Lack of knowledge about inclusion and skills to teach in an inclusive classroom have been identified as major factors in shaping pre-service teacher attitudes towards inclusion (Sharma et al., 2007). As these researchers clarify, to a large extent this is because they are ill-equipped to come to terms with and accept the principle of inclusion that will underpin their practice and that will provide ideological support in becoming confident and efficacious teachers.

The first theme (having sufficient knowledge) reflected the pre-service teachers' concerns about whether they would have sufficient knowledge to teach inclusively. This was apparent in both their entry and exit surveys. One response that explicitly acknowledged that it had not occurred to the pre-service teacher that there would be students with additional needs in the classroom raises an important issue. It is easy to assume that all members of the teacher education cohort would have either been to inclusive schools themselves since the paradigm shift from exclusion to inclusion, or would have had children educated in inclusive classrooms. However, "the widening socio-cultural profile of pre-service teachers" (Bentley-Williams & Morgan, 2013, p. 173) means that age and different cultural experiences could have precluded such understandings. This makes it all the more imperative to be aware that such experiences and understandings cannot be taken for granted, and that teaching historical as well as practical and philosophical factors needs to be explicit.

Peebles and Mendaglio (2014) acknowledge the many challenges confronting teachers in today's inclusive policy context that underscore the importance of appropriate preparation for their career. A considerable number of the comments about teaching students with additional needs indicated uncertainty as to how the participants would learn and work with such a wide variety of needs without compromising the educational experience of all students in the classroom. Many, however, reported increased positivity towards including all students following their practicum experiences. Others were concerned as to whether they would have the required pedagogical resources, or be provided with the appropriate material and professional resources, to ensure provision of supportive, stimulating and inclusive learning experiences for all of the young people in their classrooms.

Teachers are the principal agents in implementing inclusive education, so their attitudes towards inclusion matter (Kraska & Boyle, 2014). These writers argue that the attitudes held or established at the outset of a teacher's career can be resilient, and indicative of future attitudes. As Avramidis and Norwich (2002) explain, a positive response to inclusion does not necessarily indicate unconditional acceptance of its underlying principle. As demonstrated by some of the pre-service teachers in this study both prior to and following their teacher education programme, the nature and extent of the needs of a student was believed to require careful consideration. In addition, consideration would have to be given to the material and staffing resources available within the particular context. Pre-service teacher education is, therefore, an important site within which positive attitudes to inclusion can be developed and sustained (Lambe & Bones, 2006a; 2006b).

The second theme (inclusion in practice) reflected increased positive beliefs for some of the group following the pre-service teachers' practicum experiences. They acknowledged the benefits of ancillary support and argued that it should be readily provided within the classroom and/or for developing resources. They mentioned also the importance of understanding Special Education funding mechanisms and how support could be put into the classroom environment effectively.

The urgency to understand and meet a wide range of needs was identified as crucial by several of the participants especially as these related to the secondary context where curriculum differentiation was identified as an appropriate accommodation for individual students. Accordingly, associated with this theme was the possible need to differentiate or adapt the curriculum in relation to an individual's learning needs (Forlin, 2004; 2005;

Loreman et al., 2007). However, there was a sense in some comments that students with additional needs were associated with behaviour problems (Tait & Purdie, 2000), or with expectations of low academic performance. It is important that pre-service teachers are aware that if teachers have low expectations of students with additional needs, this can have "serious consequences" for equity (Bertrand & Marsh, 2015, p. 868).

The pre-service teachers believed that the ranges of potential difficulties could mean that some students would miss out if there were insufficient support, and some regarded the input of teacher aides as vital. These views were reflected in the entry and exit surveys in relation to having teacher aides in the classroom and resources available generally on a regular basis.

Unsurprisingly, given the focus of their chosen career, the third theme that emerged was the role of teacher education and this also featured strongly in the entry and exit survey comments. Similar to findings from the work of researchers Burton and Pace (2009), the written comments made it clear that the pre-service teachers in this study found that having sound subject knowledge must be complemented by opportunities to develop strategies and capabilities to become an inclusive teacher. As reported in the quantitative study, the effectiveness of their programme in preparing them for inclusive classrooms was uncertain for many of the pre-service teachers in that they had expected their teacher education programme to provide the necessary support in terms of educating them in classroom practices. Whilst they held positive views about inclusion and believed they could teach all students within an inclusive classroom, they considered that their expectations for appropriate preparation for their practice had not been met. Similar to findings reported elsewhere (Bradshaw & Mundia, 2006; Loreman et al., 2005; Sharma et al., 2003; Subban & Sharma, 2006), the pre-service teachers anticipated that they would gain sufficient information related to inclusive classroom practices, which would enable them to fulfil their obligations as future teachers. Nonetheless, they indicated that their practicum experiences had demonstrated how and why inclusion could work and this had provided some opportunities to make those connections between theory and practice.

When discussing the role of mentors on the practicum experience some pre-service teachers were not convinced the mentors were the best people to consult regarding an understanding about practical interventions for students with additional needs. Mentors were not always able to make the connections between policy, inclusion, inclusive classroom practices, and additional education needs. This could be due to different understandings that mentors hold in

regard to Special Education policy and funding. Targeted professional learning development for fully registered teachers is required for them to effectively support the pre-service teachers on practicum.

The role of teacher education featured prominently in the qualitative comments and the challenge is for the teacher educators to enable pre-service teachers to see the relationship between their beliefs about inclusion and becoming an inclusive educator. The limited nature of the teacher education experience was a frequently identified disappointment. As Peebles and Mendaglio (2014) found, pre-service teachers sought knowledge, strategies and experiences in their programmes to support their teaching. These were not always readily available to the pre-service teachers surveyed in this study.

The fourth theme related to participant understandings of potential barriers to the creation of inclusive classrooms and also of promising practices from which they may be able to extend their future development as inclusive classroom teachers. If teachers' beliefs and attitudes towards inclusion play a major role in the implementation and success of inclusive practices (Avramidis & Norwich, 2002), it is crucial that pre-service teachers have a sound foundation of understanding to inform their developing beliefs and attitudes. This includes an understanding of policy and its implications.

Kane (2005) notes that many teacher education providers in New Zealand devote minimal time to examining inclusive educational policy and how it might intersect with classroom practices. Such policy talk is often linked to aspirations for academic achievement. As one of the participants observed, social inclusion and academic achievement are not mutually exclusive, yet a narrowly focused understanding of how policy plays out in inclusive classrooms means that one goal often gets lost in the pursuit of the other. This insightful participant recognised that there are both academic and social consequences if the nuances of policy are not understood. Bentley-Williams and Morgan's (2013) study on the importance of reflexive inquiry for a pre-service teacher highlights clearly the need for them to interrogate the assumptions underpinning education policy, both current and past. Enabling today's socially and culturally diverse pre-service teachers to move beyond simply accepting diversity to making a genuine commitment to ethically informed decisions and quality inclusive practice will support development of critical awareness and principles of social justice with which to confront the barriers to social inclusion as a reality in the classroom.

The complexities of meaning and language in understanding and talking about inclusion have been discussed at length in Chapter Three of this thesis. Evidence of a history of shifting discourses about Special Education and inclusion and their associated ideological underpinnings are evident in a number of the pre-service teacher comments (Fulcher, 1989). As noted by Armstrong et al. (2011), issues of language and definition reflect wider social relations and need to be critically interrogated. Understanding the past can have significant implications for the (re)shaping of attitudes and beliefs, and for understanding potential barriers and possible ways forward. Like the young woman who, in entry and exit comments, identified the importance of resources in defining 'fair' and 'unfair' opportunities, treatment, experiences and outcomes for all students, it is important to see the possibilities as well as limitations in the quest for inclusion in schools and the wider society.

Those pre-service teachers who provided additional comments were somewhat critical about the extent to which their teacher education programme had prepared them for inclusion, and were unclear as to whether the presence of students with additional support needs would affect their ability to implement the standard curriculum. In general, it appears that most participants had an understanding of some, if not all, aspects of inclusion and inclusive education. However, although they had been alerted to the need to avoid past exclusionary practices, they were concerned that they were ill-prepared to shape their practice accordingly, given that their teacher education programme had fallen short of this essential groundwork and given their preconception that the resources would be available to support inclusive practices.

Across all the four main themes there was overwhelming support from the pre-service teachers for students with additional needs to be included within the classrooms alongside their peers. This included some recognition that acceptance of the inclusion policy needed to be supported with appropriate planning in terms of the curriculum needs of all students. A major issue of concern raised by the pre-service teachers was the need for improved assistance to support inclusive classroom practice and ancillary support to develop additional resources.

At this early stage of their career development, some pre-service teachers demonstrated limited understanding about how inclusion might work within the classroom. However, they could recognise that some learning strategies worked well for the majority of students, regardless of their individual and additional needs. Furthermore, they strongly believed that

when provided with the right type of support within the classroom, they could include, teach and support the achievement of all students.

The majority of those who responded in the comment boxes felt the need for more knowledge about learning difficulties and more experience with students who have additional support needs. Despite having positive attitudes towards inclusion, many were concerned that there might be a conflict between their personal philosophies and the resources to put them into practice. Over 25% of the comments related to the need for more knowledge about learning difficulties. Another 25% were undecided about the benefits of having separate units for some students rather than full mainstreaming. A small number of these based their views on the social justice arguments and those relating to fairness and equity for all students. Some of these pre-service teachers were thinking critically about the tensions between remaining true to their philosophical stance and working in potentially non-inclusive classrooms. Others, reflecting the continuing tangle of language and provision, remained caught up in the diagnose/prescribe model as the most effective gap to address in their pathway to becoming successful inclusive educators.

Synergising the data

Since undertaking this study there has been a considerable growth in interest and literature that has examined the influence of pre-service teachers' attitudes towards inclusive education. Positive attitudes, knowledge of policies, previous teaching experience and high confidence levels have been identified as strong foundations for the development of inclusive teachers (Loreman et al., 2007). McKay's (2015) study of beginning teachers identified their "fluid conceptions of inclusive education" (p. 1) within the group. The pre-service teachers in this study were similarly expressing various understandings of what inclusive education might look like. However, the shift from supporting inclusion to really understanding it, and to implementing inclusive educational practices appears to be in the early developmental stage for secondary teacher education programmes. Whilst the pre-service teachers in this study entered their programme showing resounding support for inclusion and a belief in their competence to practise inclusion given appropriate support, they were less convinced that they would have the knowledge, skills and strategies, and the resources within the classroom to do this.

At the completion of their programme, pre-service teachers in this study remained concerned about whether they had the necessary skills to teach students with additional needs in an

inclusive setting, as there was little change in the entry and exit scores. Although still largely supportive of inclusion, those in the younger age categories were less positive than those 40 years and above about their ability to accommodate students with additional needs within a mainstream class. This, according to responses from the comment boxes, may have reflected their perceived need to have had more experience interacting with students who have additional needs as there were only two practicum experiences throughout their programme. Some comments attributed participants' increased confidence levels to either observations or experiences of inclusion in practice. Others articulated concerns that they had had little opportunity to experience inclusion directly, or that their experiences had provided greater understandings of the problems of implementing inclusion, rather than possible solutions.

From the quantitative data it was demonstrated that females initially favoured the promotion of social inclusion rather than academic achievement and this featured for those teachers aged 46 years and above as well as for those with special education, although not prior teaching, experience. However, by and large, the differences observed at the beginning of the year had dissipated and a few (and smaller numbers) others had emerged. It seemed that previous training and involvement in teaching students with special needs resulted in more positive attitudes among pre-service teachers. The Arts teachers supported the policy of inclusion with extra support given whereas Science teachers were not as convinced. This finding could suggest a link between the nature of their curriculum subject and the preferred classroom pedagogy. Inclusive teaching that fosters social inclusion is common in Arts-based subjects, where discussion groups and group teaching are more common than in Science, for example, or where individual understanding and class-based design are less conducive to interactive teaching styles. This became a concern for those teaching Health and Physical Education too.

From examination of the follow up Items 21-24 and in the matched data at the conclusion of the teacher education programme, the pre-service teachers felt less confident that their teacher education programme had prepared them sufficiently, despite their positive beliefs and expectations that this would have occurred. The aim of pre-service teacher education, particularly in the one-year programme, is for the methodology of teaching to be integrated in their curriculum subject choice and to enmesh these skills within their teaching practices. Yet, there were challenges and barriers to doing these effectively within inclusive classrooms. Inevitably, they relied on reflecting upon their personal beliefs about inclusion in order to develop inclusive educational practices on the job, particularly as there was no teaching module to enlighten them about inclusion.

A number of the pre-service teachers who provided comments on both entry and exit demonstrated insightful engagement and reflection on the issue of inclusion. There was some recognition that challenges observed on practicum were structural ones that could well impact on the pre-service teachers' responses to the students who required additional needs. Some were prompted to suggest that the lack of support for inclusion and/or lack of teacher expertise would signal that in some cases students would be better served within a special facility. A notable factor for these pre-service teachers was that they maintained their initial belief that social inclusion and academic achievement were equally important to the overall experience for all students.

The two factors (I: Beliefs about Inclusion and II: Inclusive Classroom Practices) reflected the pre-service teachers' beliefs and positivity towards inclusion, including some confidence in their ability to implement inclusive principles in their practice. However, they remained unconvinced their teacher education programme had prepared them adequately for this and they were concerned about how they could provide the necessary interventions for all students, regardless of need. This is an issue that has been highlighted in the work of researchers such as Loreman and his associates, who argue that if new graduates are to be prepared adequately for their classrooms, they must receive this information from their teacher education programme (Loreman, 2003; 2014).

The CIQ Tool

The format of the CIQ provides a new and user-friendly questionnaire. However, for future users of this tool some factors could be considered. It has not been used previously to survey the views on inclusion of pre-service teachers in the New Zealand secondary teacher education sector. However, many of its design features are in line with a wide spectrum of studies, from individual programmes to cross-national studies (Pearce, 2009; Specht et al., 2015). Having a comment box in both questionnaires invited participants to include any further views on inclusion. It has enabled pre-service teachers in this study to record their attitudes and ideas at both the entry and exit level of their teacher education programme.

Given the fact that new forms of secondary teacher education programmes have been developed and may indeed be the way forward in the future (such as, the one-year Master of Education Teaching and the Teach NZ programme), the CIQ could be an appropriate and beneficial measure of pre-service teachers' attitudes to inclusion. Early monitoring of any future initiatives that relate to the policy of inclusion is imperative for the maintenance of

social justice. As many prominent researchers in the field have argued, inclusive classroom practice is underpinned by positive attitudes and beliefs (Avramidis & Norwich, 2002; Bentley-Williams & Morgan, 2013; Boyle et al., 2013).

This study was conducted within one secondary teacher education programme in New Zealand and, therefore, may not reflect the totality of pre-service teacher education in the country, and how inclusion is handled by these providers. A similarly designed study could be implemented across the various models of secondary teacher education programme and pre-service teacher characteristics. Then, further regional and nation-wide studies would enable investigations about the specific similarities and differences that might exist in regard to the duration, modes of design and delivery and how they are structured to impart the knowledge of inclusion and inclusive educational practices. The extent to which the conclusions about pre-service teachers in this study are representative to those throughout New Zealand is worthy of further consideration. A further option might be to examine all similarly structured teacher education programme as a basis of comparison as was done in the recent Canadian study (Specht et al., 2015).

Factors that should be considered when using the tool, as demonstrated in this chapter's analysis, indicated there was moderate reliability across the study and a number of ensuing modifications. For example, the ambiguity of Items 5, 7 and 10 affected the reliability levels and it is recommended that these be reconsidered in the future.

Another change to the CIQ, in particular, around the clarity needed for Items 6 and 18 is that both items could be deleted and a single statement included such as, 'social inclusion should have the same importance as academic achievement'.

Finally, the mixed methodology design did not include a control group. It would be difficult to obtain one for this type of study because of the universal nature of compulsory programmes within a particular context and due to difficulties in finding a group to match the participants' characteristics.

Conclusion

The positive attitudes that pre-service teachers hold about inclusion and inclusive educational practices appear to be embedded within their unique personal characteristics. Therefore, it seems logical to build on these to create inclusive classrooms that enable a smooth transition towards inclusive educational practices. Secondary schools are often criticised for not being

inclusive, particularly when a parent whose child requires additional support is denied Special Education input. Yet, pre-service teacher education programmes need to recognise their roles and indeed reflect the reality that societies are already inclusive. They need to ensure that all pre-service teachers in one-year and/or longer programmes have an appropriate understanding of inclusion and are able to demonstrate positive attitudes towards inclusion. The incorporation of a compulsory module package would enable pre-service teachers to gain an understanding of education policies and associated funding mechanisms that would be a preliminary step towards developing their unique pedagogical approach to inclusion and inclusive educational practices.

Whilst support for inclusion was evident in this study, there remained, for some pre-service teachers, reliance on in-class assistance and although the type was undefined, historically teacher aides have performed this role in classrooms. This type of support does little to foster inclusion as, by definition, the presence of a teacher aide merely negates direct teacher time with a student with additional needs.

Whilst the current New Zealand and global debate continues to attract a continuum of various words or statements, such as, 'special education needs', 'inclusion' and 'inclusive educational practices', this confusion of understandings belies the reality that inclusion is even present and functioning within secondary schools. Yet both surveys point to the need to include mandatory inclusive education programmes in the pre-service teacher education programmes.

Chapter Six

Study Two: Secondary School Educators

A major concern of this thesis has been to understand the extent to which principals, classroom teachers, learning support leaders and pre-service teachers are equipped to understand inclusive education policies and implement them in New Zealand secondary schools. The aim to educate all students in the least restrictive environment was first written into legislation with the Education Act in 1989, and processes to support that aim were elaborated and the funding framework outlined in SE2000 (Ministry of Education, 1996). However, the introduction of a social model of disability into the education system has not simply translated to unrestricted access to attendance, participation and achievement for all students at a local school, as stated in the Ministry of Education's Statement of Intent and its ongoing updates for 2008-2013 and 2014-2018 (Ministry of Education, 2007a; 2008a; 2014b).

Similar concerns have been in evidence across a number of national contexts and a way forward was developed with the United Kingdom's Index of Inclusion (Booth & Ainscow, 2002, 2011). As noted in Chapter Two, this has formed the basis, in association with New Zealand research in the field (e.g., Kearney, 2011; MacArthur, 2009), of the development of a major New Zealand Ministry of Education initiative, the Inclusive Practices Tools (IPT). This is designed to support schools to self-review their progress in building inclusive practices for all learners, including those with extra support needs (NZCER, 2015b).

New Zealand's IPT is presented visually on the NZCER Wellbeing website as three student-focused inclusion themes interwoven with three school systems themes to represent the levels through which inclusive practices will be fostered and supported within schools (NZCER, 2015c). This is reproduced in the thesis as Appendix N. Priorities for students are that they are welcomed, able to enrol at their local school, and that their experience is not one where they are simply *in* the school, but are actually accepted as *part of* the school community in a taken-for-granted way. This is expressed in the concept 'presence', and is stated to be fundamental to all inclusion endeavours. The second student-based concept is 'participation'

and requires that all students are able to engage with every aspect of school life, both curricular and extra-curricular. Meaningful participation and engagement will be crucial to student learning and achievement. This underscores the third concept, 'learning', and incorporates the understanding that the learning needs of all students will be recognised in practice.

'Educational leadership'; 'policies and practices', and 'school culture' that demonstrate active commitment to and support for inclusive practices for diverse learners are the three school-focused cross-cutting themes on the IPT matrix.

After researching and assessing their own progress in meeting inclusive practices goals, schools are expected to identify where further attention is required. This data-based evidence then informs the next planning stage goals and the means through which they will be achieved. To guide their planning, the website advises that school goals need to be "specific, measurable, attainable, realistic and timely", or SMART (NZCER, 2015d). In line with the emphasis on school-based autonomy and self-review, schools are asked to define the roles and responsibilities of staff in implementing the plan, to ensure adequate resources are allocated to meet the goals, and to identify an appropriate timeframe for successful implementation. A constant process of self-review, planning, monitoring and improvement is thus established through a school-devised planning and reporting cycle. This requires establishing criteria on which goal achievement will be based and a timeframe within which evidence will be assessed.

The study reported on in this chapter sought to gain some understandings of the ways in which school leaders and teachers were interpreting the current policy of inclusion in responding to the needs of their students. It enabled participants to express their views on what they considered to be exemplary or promising practices. Although it needs to be accepted that educational practices are grounded in cultural and social assumptions and structures, and that this means that a 'one-size-fits-all' approach could not guarantee success across all school contexts, this does not preclude the possibility that promising practices operating within one contextual environment might be usefully considered within another.

The first part of the chapter introduces the schools and the participants. The wide range of leadership and teaching experiences of the nine interview participants meant their individual perspectives provided a rich source of data from which themes about the schools' responses to the policy of inclusion could be established. Close scrutiny of the interview data and cross

indexing onto a series of matrices (Ritchie & Spencer, 1994; Ritchie et al., 2003) identified six commonly occurring themes that are then presented through the participants' voices. These were: school culture; fostering inclusion; curriculum differentiation and assessment adaptation; professional development; pre-service teachers; and possibilities and constraints in policy. These recurring, dominant issues raised in the participant interviews resonated with those discussed in much of the academic literature and with some that are prioritised in the ITP framework. The chapter concludes with an analysis of the data, structured around the six themes, taking account of how they reflect the insights gained from the literature introduced earlier in the thesis and priorities for practice that were identified in the Ministry of Education's IPT (NZCER, 2015c). The fact that this process was to begin in 2014, the year in which the data collection for Studies Two and Three took place, suggested that the IPT might provide a useful reference point in undertaking the analysis in Chapters Six and Seven.

The schools and the participants

In deciding to carry out research in secondary schools the intention was to gain insights from a range of school contexts, determined for this purpose by Ministry of Education decile ratings. This was in response to the demonstrated nature and extent of the influence of socio-economic status on school culture (Braun, Ball, Maguire, & Hoskins, 2011; Carpenter & Osborne, 2012) and would support consideration of the research context in the implementation of policy in practice (Alcorn & Thrupp, 2012). Perspectives of the principal, as having the overall leadership role in the school, a staff member in a senior position related to learning support, and a classroom teacher were sought.

All three schools are state co-educational, multi-ethnic, secondary schools ranging from low to high decile. All the principals have held leadership positions for between 20 and 25 years. The Principal (P1) of School 1 (S1) talked of the leadership role as being "in business parlance the CEO – I oversee everything basically that happens in the school". Past experiences included working with students with additional needs and as a classroom teacher and dean. The participant involved with learning support (LS1) has a background in Special Education and viewed the current role "as promoting inclusion within school". The classroom teacher (CT1) holds a senior position and a varied portfolio in the school, one part of which is oversight of learning support: "My role is to ensure that the diverse needs of the students in our school, whether it is through their ethnicity or whether it is through their ability, that all of their learning needs are met".

The Principal (P2) of School 2 (S2), acknowledging that the principal's job in the school "isn't all that tightly delineated", emphasised the multifarious administrative, disciplinary, philosophical and community liaison roles for which responsibility is held. The participant involved in learning support (LS2) is highly qualified in Special Education and has a long history in working with the school: "My role in the school is to ensure that the students we have enrolled in the school receive the best possible chances they have to achieve inside the school". The classroom teacher (CT2) notes an increasing number of students with additional needs "right the way through from Year 12 to Year 9". Despite necessitating a change in practice, "just having a few more in there has actually worked quite well for the whole group as a class".

In School 3 (S3), the Principal (P3) also sees the job in terms of the many and varied duties, but places a particular focus on organisation and delivery of the curriculum. The SENCO (Special Needs Coordinator) in the school (LS3) saw the job as ensuring that "any students that come in who have learning difficulties or disabilities are placed appropriately and if necessary they've got access to programmes at their particular level". The classroom teacher (CT3), an English and specialist classroom teacher, works "with everybody and anybody on an as needs basis, so teachers voluntarily come to me with their needs, in terms of managing their classrooms and managing specific students in their classroom".

Findings

Round, Subban and Sharma (2015) have recently reiterated observations made by researchers over the past two decades, that there remains a need for further research related to inclusion in the secondary school. For these researchers, although teacher commitment to inclusion is central to its successful implementation, little attention has been given to the potential barriers to inclusion that occur at the secondary school level. The six recurring themes identified from the semi-structured interviews with principals, learning support leaders and classroom teachers in these secondary schools identify and provide insights into some of these issues, and how they have been interpreted and expressed in their school structures and practices.

School culture

A school's culture reflects the values that become incorporated into the daily routines of school life. It is shaped by history and context, and is very much influenced by those who are

part of the school community at a given time. Developing an inclusive school culture from a hegemonically separatist logic (Mastropieri & Scruggs, 2001) and the often negative attitudes towards having students who, for whatever reason, were seen as creating a disruption to the 'normal' school life (Avramidis & Norwich, 2002), has not been straightforward. Building such a culture is, therefore, an ongoing incremental process (Bauer & Brown, 2001). What this might look like is suggested in Higgins, MacArthur, and Rietveld's suggestion that inclusion "challenges school communities to develop new cultures and new forms of education in which all children are 'special' " (2006, p. 32). Supportive leadership and enabling policy have been identified as central to this endeavour (Loreman, 2007; Pearce, 2009), especially given the principal's role in New Zealand's self-governing schools (Carrington et al., 2012). Participants in the current study provided important insights into the extent to which inclusion was expressed in practice within their schools.

On taking up leadership of S1, the principal initiated "a very big transition" in the way inclusion was practised. As P1 explained, the school "had a reputation as not welcoming students with special needs", and the main task for the teacher-aides employed by the school was to act as "behavioural support workers who were in the class to quieten down the naughty kids". This reinforced two assumptions, according to P1, that stood in the way of implementing the attitudinal change necessary to promote an inclusive environment and improved teaching and learning for all students:

> One, that these kids were actually naughty and needed to be quietened down when in fact most of them were simply not engaged, and secondly, that it wasn't the teacher's responsibility because obviously a resource had been provided. And I guess the consequence was that there was never any improvement in the quality of teaching because you had a mechanism whereby you didn't actually suffer the consequences of your lack of engagement with the class. (P1)

A radical restructuring of the teacher aide system at the school sought to ensure that only those prepared to work with young people with additional needs would be considered suitable for the role. P1 also spoke of the possibilities in the role.

> One of the things that we know is that young people need significant adults in their world. … Now the teacher aide can provide that continuity of significant adult for the student. And it may well be that they are just in the periphery and many of our teacher aides do operate in the periphery of the student, but they know that they're there. And

it's a bit of an irony – because you're there I don't need you. It gives them the security, and it's a deep emotional security. (P1)

With limited Ministry of Education funding, a number of strategies have been developed in the school to support an inclusive environment with the intention of not simply identifying what staff had to do to better support the students, but also to consider possible change to the school systems. Restructuring has been underpinned by the principal's belief that "every teacher should be able to make a contribution to the education of these children, and has a responsibility to do that" (P1). This required training, to make them aware of their "professional responsibility". For P1 this signalled "a massive shift in culture", that was both unwelcome and challenging for staff unaccustomed to such radical change. What it did achieve was "to make the problem real".

Because as long as you're masking the problem then there's no incentive to do anything about it, so you do actually get yourself into a situation where you're at a cross-roads and it all looks pretty ugly for a while. (P1)

For P1, providing a quality inclusive environment required some really fundamental basics within the organisation.

And the first of those is that everybody within that organisation has to feel okay about themselves. So teachers need to feel good about themselves because they are going to be dealing with these kids. Other kids need to feel good about themselves because if they don't they'll pick on the weakest. … I'm very, very confident in who I am, where I'm going, what I'm doing. I can allow you to be different and quirky and slightly weird but that's okay because so what, I'm alright, I'm getting on. That's when you're getting real inclusive stuff.

Within such an environment, P1 believes, staff will be able to give to others. This is crucial to the school culture. P1 recognises that this is not simply about planning, but also about having "a whole lot of people who perhaps see the vision and understand the vision, provide, motivate and so on".

So in order to create an inclusive environment that works you've actually got to do a whole lot more than just think about kids with special needs. You've got to build a community within that school where everybody is feeling good about themselves, everybody is feeling that they can make a difference and their personal needs are

being met. That they can and have the ability to be able to accept people who are different, people who have different ways of acting in the world and for whom special provisions need to be made. And they can do that with an enormous amount of generosity provided that environment is there in the first place.

LS1 endorses the importance of a combined effort. "It's never about me. It's about me helping staff to get there. Because if I do it all myself, you never make it as a school, especially as a big school". Acknowledging the work of the principal in establishing "a whole bigger picture behind all of this … about inclusiveness", LS1 explains that this includes "above the line below the line stuff [that can] make a difference for the students in the classroom right now … stop blaming their cognitive level. Stop blaming their socioeconomic level, stop blaming all of that". Although not universally accepted, this has "made a shift and that shift has made it that people are more accepting of going the inclusive route" (LS1).

P3 also stresses that all students need to feel welcomed into the school. This is "partly the nature of the whole climate of the school [where] our kids are really cheerful and friendly". Bullying of students with disabilities or special needs is "such a rare event, and most parents are delighted that they are here". This principal believes that "things like inclusiveness have got to be explicit and implicit" if they are to become part of the school climate.

> It's clear everything we do is inclusive but at the same time we need to be getting up and saying in assemblies and classrooms, when someone did that, 'this is the effect you had on the feeling of the rest of the class. How does that fit with making everybody feel safe in our classroom?' I think you have to be quite explicit often with kids, well I think with adults too. You can't just assume that they are picking up that message. (P3)

Ensuring core values are upheld can necessitate direct confrontation.

> Where there's a core value for the school that's important to us and people are not living that, then there has to be an individual conversation. … "These are things which are not really negotiable in our school and it just looks to me like it's not working for you in the way we would like it to." And then people will tell you, yes it is or no it's not. (P3)

CT2 explains that an inclusive school environment demands sustained and mutually supportive commitment from everyone in the school.

There's a lot more awareness in the teaching community about students with additional needs and how to help them than there was when I first started teaching. In those days it was responsibility of the person in the classroom down the back of the school who took all those kids away and it wasn't really a problem of anybody else. And now it is seen as everybody's role, everybody's job and it's been probably the last three years where teachers have really taken that on board. [In addition] we've got wonderful resource people over in the learners support department. So the second you start talking to them you get an enormous amount of learning from them.

P3 endorses the importance of having the right people in key roles. A necessary quality in the school's head of learning support, for this principal, is the ability to be "a damn good advocate for these youngsters … when the going gets quite tough". Also important is the ability to lead staff professional development (PD) in the field, to ensure appropriate information is available to inform their practice, and to strike a balance between providing support and stimulating challenge.

Well there's always a temptation for teachers and all of us to take the easy way out, and inclusion can pose challenges. … Teachers need support and challenge, and I think both are equally important. If you have support only it all gets too cosy and if you have challenges it all gets too hard probably. And for the challenge to work people need credibility. I mean people wouldn't listen to anyone in this area unless they had credibility and the credibility has to be earned of course. You know, respect, relational trust, those sorts of things has to be earned. So people can't rest on their laurels, they have to be continually earned.

Home/school relationships were not raised as a defining element of the inclusive school culture, but were variously inscribed in practice in the three schools. When asked about such relationships, CT3 explained that these are "usually couched within a school organised parent evening or parent interviews". Similarly, CT2 noted the relatively limited nature of these links, while also acknowledging the school's "pretty good restorative system where if something goes wrong early and a teacher needs to talk to a child the teacher has to call the family right after". Nonetheless, LS2 spends a long day at work to facilitate parent communication if they feel the need.

I like to be able to say to a parent 'come in after work, I'm here, come in any time', because they work and they have these kids 24/7. We just have them for six hours a day.

In S1, enrolment procedures follow the inclusion principle as there is no specific evening for students with additional needs. However, LS1 responds immediately to any inquiry from the community.

So they come and meet me, I give them a wander around the school. So I put a lot of time into working with new families, even if they don't know if they're got in yet because of the enrolment systems and so on. And then I'm always invited to everything to do with the enrolments evening. So it's inclusive. We're not doing a separate evening … and that's the way I think it should be really. (LS1)

LS1 is also involved in community information projects to keep parents up-to-date with initiatives available to support their children. This includes providing access to a programme the school has purchased to support students with writing problems. Part of the culture of this school is to elicit support in meeting the additional needs of some students from the wider school community. This helps supplement the often meagre government-provided resources. While NZQA funds reader-writers for external examinations, for example, it is up to the schools to arrange this support for those who are internally assessed. SI draws on its active Parent Teacher Association for volunteers in performing this service for those who qualify for special assessment conditions.

It is frustrating when we identify a need and we need to put something in place … and there's no money for it. So how can we make a meal out of an empty cupboard again? And we are continually doing that. … We make the provision for these students without the dollars. And that means volunteers. It means volunteers from the PTA. It means volunteers from our year 13 students. It means volunteers from our pre-service teachers. (CT1)

Fostering inclusive education

Successful inclusion of diverse learners requires recognition of both challenges and possibilities of schools and classrooms as sites where policy is translated into practice (Hornby, 2012; Loreman, 2007). For Hardy and Woodcock (2015), if inclusive education policies are not framed to foster inclusive education in a systematic and explicit way, in the

current policy environment, their emancipatory potential can be readily subsumed by the managerial technicist thrust of neoliberalism. In New Zealand, where neoliberalism is legitimated within a rhetoric of "consumer choice, outcomes and the view that education is a private good and not a human right" (Higgins et al., 2008, p. 145), many families continue to opt for the segregated 'special' option as being in the best interests of their young people. The role of school level policy and practice then becomes a crucial mediator between policy discourse, its production and practice. And yet, as O'Rourke (2015) has recently asked of the Australian context, why have the demonstrated benefits of inclusion not been matched by the adoption of inclusive pedagogies? And when the regular school is the preference, why do many schools follow the integration model that attempts to fit student to the school (Pearce & Forlin, 2005)?

CT1 clarified the school's broad application of inclusion as "proactively providing support" that ensures addressing "the diverse needs of the students in our school [where] every child is mainstreamed regardless of their ESOL ability or any other ability that they have". Preparation for the support needed in any year begins the prior September when liaison with specialists in contributing schools is initiated. From this a 'special needs register' is drawn up. This includes a document for each year level that provides information about the learning needs of the students and "suggested strategies that classroom teachers can take on board in order to meet their learning needs" (CT1). The information is then shared with all staff, and meetings held with those staff who will be working with specific students. In S3, the SENCO puts out a similar document with similar information to staff every year, with the names of students at the various year levels who have learning disabilities – "you make staff aware as best you can and you are always there if they need to come and talk to you about kids and get some advice" (LS3).

LS2 explains the process used in S2.

> So we go out, meet all the incoming students … get as much information as we can from the contributing school. And then all sort of documentation is paraphrased and put on our [student information system]. … And in that as well goes certain processes that should be in place. And that's for every new student into the school. (LS2)

For CT2, accessing this information from the intermediate school records prior to the start of the school year is crucial in preparing for meeting student needs and ensuring they can "feel like they belong straight away". This helps avoid the situation that a lot of year nines

experience, according to CT2, of being "very afraid that they will be found out for not being smart or found out for being different".

> That means talking with family, finding out every single thing you can about them so you don't accidentally trigger something that's going to be too hard for them or they are really afraid of … .You always think of an outcome that will be achievable for them, but at the same time an outcome that the other children won't think is unfair.

Communication amongst all teachers working with a student is considered essential by CT2 if consistency in the use of strategies, language of instruction and overall messages is to be maintained to support the student's learning.

Individual schools adopt practices specific to their school and the expertise available within the staff. LS1 told of a mentoring programme in operation at the school in which Year 13 students are able to spend one of their study option periods per week in supporting students with additional needs in the classroom. Having encouraged students to participate through a "funky" sporty approach, bringing in an ex-student to talk of her experiences in the school as a student with additional needs, and providing "training" in non-intrusive support techniques, the volunteers are allocated to a student considered to be "a good fit" (LS1).

Two of the schools that were part of this study were (physically and experientially) closely affiliated with dedicated special needs facilities. S3 has on site a special needs unit that provides parents with an option of "whether their child is mainstreamed or not". Students in the "lower option groups" in some cases have completed years nine and ten and then moved to the special unit, which is "staffed completely separately to schools". The students are not part of S3's roll, and don't count for staffing,

> but they wear the uniform, they take part in our school activities, ones that are appropriate like sports day for some of them, they use our gym, some of them are even mainstreamed for subjects like art, so they head off to art with everybody else. … We think it's good. We think we are inclusive … and ERO do too. (P3)

S2's proximity to a special school enables reciprocal relationships to develop.

> Almost all their youngsters come over here for one or two things, like to use our gym. But a small number of the youngsters are mainstreamed into some of our subjects. … I think that coming and going is really good. And one of our seniors goes over there

each year, one or more, as a bit of community service. … I think it's good for us and I hope it's good for them. (P2)

S2 also has its own dedicated facilities.

The teacher aides are in classrooms through the whole day. They keep very good anecdotal notes of what goes on in the classrooms. There are some students who have got what we call ILPs, individual learning programmes, we've got a classroom attached in our area, and in that ILP time those students will come down into our area … they might be working on homework, they might be working on correspondence school because we are catching up some subjects that are so far behind they are not at the level we are at. They might be working one to one with the teacher aide to get structures in place so they can do their homework. (LS2)

Despite the fact that conditions are not optimal because of the relatively small space available, LS2 considers,

there's a very good atmosphere in there. They know there's always a teacher aide there. They feel safe, especially those fragile students, they feel quite safe to be there. For some of them it's just an "ah" time when they can take a big breath and catch up with what's going on.

LS3 affirms that the school practises inclusion, explaining that "our Board of Trustees and principal are pretty onto that sort of thing". Including students with additional needs sometimes means that staff are required to up-skill themselves "on the run so to speak" (LS3). For P3, this means keeping up with official policy documents in the field. "We've got the latest ERO documentation, the well-being one, but there's also an inclusiveness report from ERO and that's gone to the board, we've discussed it at board level, it's gone to the staff" (LS3).

Teaching inclusively requires teachers to be able "to take advice on board and make necessary changes, in other words that whole concept of inquiring into your learning, questioning what you do and looking for better alternatives and solutions, where to next" (CT3). The focus on content and the need to pass examinations at the high school level, CT3 suggests, often makes teachers forget that students learn in different ways. An inclusive

teacher, as do all teachers, needs to develop "the skill of opening our minds to all of that and not just focusing on our content".

CT3's post-graduate qualifications in teaching English to speakers of other languages has enabled a cooperative initiative with the RTLB as a pragmatic way of addressing the learning, cultural and behavioural needs of a number of Pasifika students in the school for whom English is not their main language. CT3 explains:

> A referral was placed for me rather than the students to get assistance with RTLBs, for some year nine boys, Pasifika boys, that have problems adapting, coping, settling into the classrooms and so as a consequence it's affecting their learning. … Instead of getting eight different referrals for eight different kids they got a referral for [the RTLB] to work with me to help these eight kids. … we follow the Pasifika talanoa process and so it's discussion, it's casual, it's really relaxed. …The idea is to find a way to integrate them in a way that they can then seamlessly fit in, well not seamlessly but as easily as possible, integrate into the mainstream class. … We're creating it as we go along, as we see more needs and as we get to know the students more and more, we are recognising what it is that we think they need and building up a kind of programme. So I'm quite excited about it. It's very low key.

A major benefit of such initiatives according to CT3 is that if they provide promising outcomes for the small group, they can be rolled over and expanded in subsequent years.

Talking about other experiences with students with additional needs, CT3 suggests:

> I think the bottom line was getting the kids to care for one another and getting them to feel that the environment was safe and that was what I attempted to do and give them what they could cope with.

One concern, though, was that teachers were not always fully informed of the particular needs of the students and this could have implications for their classroom relationships.

> A lot of what happens in the students' lives are considered on a need to know basis so we don't always get to know what the issues are and I sometimes feel that that's a disadvantage for us as teachers because if we knew we would understand why they behave the way they do in class and we would also modify the way we do things and what we say in class. (CT3)

In S2, LS2 maintains a "very good working relationship" with staff members who have oversight of student groups, attends their relevant meetings, and has an open-door policy for any staff to seek information or advice.

> They know that I have a specialist training in this area and they come to me. Morning tea, I am always there at morning tea. The door down there is always open. … they say to me 'we see you out and about' and I say 'yes' because I don't believe in emailing someone who is in the same building, I will go and talk to them. … If a teacher came to me and said 'what do I do with this kid?' I'll sit down with them and say 'hey have you thought of this, have you thought of that, here's another idea'. And this is a very open school about that. Transparent.

Staff must be pro-active, though.

> First of all they need to be welcoming of all the kids that walk in the door, not question why you're here. … We've got a wee icon [on the class list] that shows you there's something written about the students. So if you look at your class list, that wee icon is there, have a look at it. What is it I need to know about this student? Go in and have a look at their class files, their individual files which are all sitting up here. Anybody can have access to them. There's a wealth of knowledge inside those, 'cos that's the first port of call for any information that comes in about a student. … And the other thing I believe is share information. Don't be frightened to say 'I can't do this'. Ask for help. (LS2)

Curriculum differentiation and assessment adaptation

Inflexibility of curriculum, pedagogy and assessment can be major barriers to the successful implementation of inclusion at the secondary school level (Davies & Dempsey, 2011; Loreman, 2007; Pearce, 2009; Pearce & Forlin, 2005). Even in New Zealand, where the nature of the curriculum offers potential for the inclusion and participation of all students and families to be involved with and/or recognised within the school community decision-making, old 'certainties' resting on hegemonic understandings of ability and educability (Florian, 2008; Grenier, 2010) can shape how those decisions are made. Contradictory imperatives for accountability, control, choice, diversity can also prompt the management of difference that reflects the medical model of identification, labelling, inclusion or exclusion (Armstrong et al., 2011).

Curriculum differentiation has become a necessary, although sometimes poorly executed, strategy in inclusive classrooms (e.g. Boscardin, 2005; Loreman, 2003). Similarly, attention has been given to the implications of high stakes testing (Davies & Dempsey, 2011; Mastropieri & Scruggs, 2001) and inappropriate assessment processes (Worrell, 2008) in a context where success is measured in terms of inputs, process, outputs (Loreman, 2014). For students who are not well served by standardised systems, attempts to modify conditions under which assessments are conducted and taken have become a measure of a school's level of inclusivity (Bourke & Mentis, 2014; Davies & Elliott, 2012; Kane, 2005; Loreman, 2003).

In S3 differentiation occurs on a number of levels. Differentiation within classes enables students to work at different paces to meet different qualification expectations.

> There is an increasing amount of differentiation in a number of classes right up to level two English in classes where the kids will be working on three or four different things … They've got one group finishing one unit standard, another group will have moved on to the next one and they are working on that and then the third group are getting ready because they are going to sit some achievement standards. Now these are in English applied which is not normally the most academic of English classes, so that's a huge amount of differentiation by this stage in the year. (P3)

Streaming by test results also occurs. The principal of S3 considers they are unusual in the sense they stream students at the junior school level. Children are tested and banded, according to their results. A class of 14 or 15 students is assigned teachers specialised in teaching students with higher learning needs and a dedicated teacher aide. At Years 11 and 12 there is also an employment skills class where students for whom "level two and maybe level one NCEA isn't really an appropriate goal" can work together. The main aim, for P3, is "setting them up to succeed out of school". Additional funding for staffing these "lower option groups" allows the classes to operate with a restricted number of teachers, but "does away with the old home room class" system and "seems to be working well".

> So it's definitely not a dumping ground for teachers that aren't too good, so that's an important part of what we do. So we are really pleased. We have a group which is coordinated by the employment skills teacher … called the alternate pathways group and that's for the teachers of year nine and ten of the lower ability classes and they meet reasonably regularly to talk about things they are doing in their classes that are

working to help those kids. So there's a lot of sharing of pedagogy amongst that group. (P3)

Creating a small class for "youngsters who had some learning issues" was also considered beneficial in P2's school. For this principal, the cost of staffing the class with "handpicked teachers who would be empathetic and suitable" enabled many of the students to enjoy a degree of success in NCEA that might otherwise not have been possible. LS2 elaborates:

We have a development class at both year nine and year ten, so they have teacher aides working with them all the time in all their core classes, to ensure those students are reaching the best possible levels of achievement they can.

P2 acknowledges the crucial contribution of the teacher aides and stresses that they must feel valued and supported.

We've also been lucky with the teacher aides that we've had, I mean they are really good. The sort of informal leader of them is a trained teacher. She hasn't taught for years, but she is a very good person to have in that sort of role. And the others, one or two have been with us for quite a long time, others are new because we've got ORS funding for a particular child that has come in, that sort of thing, but there's a really good culture I think in that area, which is important because it's not easy work. So I think people in that area have to feel that they are part of an effective team, that they are well supported and well regarded. (P2)

CT2 saw curriculum differentiation, with appropriate support, as the key to inclusive practice. This involved becoming familiar with and understanding the curriculum document at primary level.

You just use your curriculum, so we've been doing some primary school teaching in my classroom sometimes. And you use your curriculum to manage that and you make them feel like they are involved and all those sorts of things. And at the same time often you will need special support from down the other end. So we add support in. So if there's a child who is really weak in something they will get a special teacher aide support maybe in the classroom or out of the classroom as well.

Although the success of this approach can be undermined by the fact that few teacher aides are trained, this classroom teacher particularly values those who have had experience in

primary schools and are able to support secondary trained staff in some of the primary classroom practices that they have to adopt to meet some student needs.

LS1 also emphasised the importance of curriculum differentiation in secondary schools. Equally important was the adjustment of assessment where appropriate and endorsed by the parents, to mediate the possible negative consequences of a standardised system. In relation to this, teachers also experience the dilemma of expectations their Board of Trustees hold about performance outcomes. As CT2 explains, this occurs in all schools that are using data to inform their practice. Under such a system "the needs of the kid isn't met because the teacher is trying to get them from point A to point B". This expectation can be particularly difficult for early career teachers.

> If a child doesn't get there we have to explain why at the end of the year. So we have to give reports, Board reports, explaining why this percentage of the cohort is too far down and what we are going to do about it. … Every single teacher here, for every single class, has to go through and analyse the statistics on their class and explain, like in detail, why they got these grades, how they are going to fix them and things like that. … So the Board then says that's not acceptable, we need you next year to reach this target, and that's a pressure that we are under with more and more children coming in … where what they actually need is something quite different. … So that's a big, a big issue with the whole system. So and I wish I'd understood that sooner, and it's a problem for our first year teachers. … The more experienced teachers accept that you can't save the world and you can't do everything, but the younger ones can get really upset.

The importance of ongoing support in this area was summed up well by P1, who considered that meeting the differentiated needs for students could best be addressed through quality teachers consistently reviewing their practice.

> Every single student needs to a degree a differentiated path. Some of that will be differentiated on ability. Some of it will be differentiated on a learning style. Some of it will be differentiated because of prior knowledge. Some of it will be differentiated because of levels of motivation and intellectual curiosity. So differentiation is something which is good practice. It probably benefits students with special needs even more, but good practice is good practice.

Similarly, P1 saw the benefits of leading a fairly large school in providing opportunities for students to reach their potential through the ability to choose from a variety of academic subjects and co-curricular activities such as performing arts, cultural activities, sport and social issues.

For LS1, quality teaching for students with additional needs is

> no different to any other student. It's just knowing their level and then moving on from there … giving them good feedback to the next steps. Quality feedback based on formative assessment. There we are. That's it in a nutshell. … And good, positive relationships of course.

Care is also taken also in identifying, "through assessments or referrals", students at years 9 and 10 for whom special assessment condition support is considered beneficial. Parents are then consulted and advised to get education psychology reports, enabling them to trial special conditions all through the year. This includes trial of exam support – a reader writer, computer use or extra time, for example, which is in line with NZQA recommendations. As noted earlier in this chapter, LS1 also takes responsibility for volunteers to come in for training in performing reader-writer roles.

LS1 also expressed some concern that Ministry initiatives and advice was not always pertinent to the specific needs of the secondary sector. Much of this was about preparation for and access to the workplace.

> It never seems to fit with secondary, and it always seems to fit for age eight and below. And that's all very well but we've got students with huge gaps here between their age level and their cognitive ability and they don't get any, seemingly no recognition. They've gone through the early intervention up to age eight and then there seems to be very little for them. … for me it's about the transition back out into the workplace.

The concern for LS1 is that the inclusive education environment in schools does not translate into an inclusive workplace.

> And I really think they could make it into careers. Many of them would be able to with more support provided. But every time you go to an organisation that is there,

supposedly to support students and to enter the workplace, they don't fit the criteria, there is always a barrier of why these students can't get it. (LS1)

This situation has meant that the S1 Learning Support team, supported by the principal, has established a class for students who do not qualify for a funded work programme, but have nonetheless secured support from the Secondary Tertiary Alignment Resource. This provides students with an opportunity to take level one unit standards.

CT3 considers that "openness or adaptability and recognising that one size doesn't fit all … being able to differentiate the material you want to convey to meet the needs of all the different students" are important skills for an inclusive teacher. SL3 elaborates, but recognises that for those without specific expertise, support is necessary.

> Within my own classroom I guess it comes down to multilevel learning or differentiated learning. … So it's all about making sure that the students have got work that is appropriate to their level. I find that if you cater to that, the students actually not only have a better chance of learning but they are more settled within the classroom as well so you don't get the same sort of behavioural issues you might get where they're not coping with what they're given. So that's within a classroom. We can do that. … If teachers have got the ability or the knowledge or the access to the appropriate resources there's really no reason why it shouldn't work.

Pedagogically, CT2 is positive about having more students with additional needs in the class. This, she believes, has enabled more support within class groups.

> So I have really had to change my practice a lot and instead of planning for the needs of one student I have to plan for the needs of more. So for me I've actually found it easier having a group of students who can work together who are at that level, than it was just having one student at that level who had no peer support at his or her table.

Professional development

In a recent review of literature related to inclusion in education, professional development was identified as an issue worthy of greater attention for researchers attempting to address the policy/implementation impasse (De Vroey, Struyf, & Petry, 2015). O'Gorman and Drudy (2010) cite instances of teachers who remain wedded to the deficit model in their thinking. They suggest that professional development may be one means through which resilient

deficit-based understandings of teachers may be challenged. However, because of the difficulty in achieving attitudinal change, on-going professional development is advocated (Avramidis, Bayliss, & Burden, 2002). In secondary schools students will have a number of subject teachers. The collegial relationships amongst staff is therefore important (Loreman, 2007; Zigmond, 2003) and could be one means by which those more expert are able to support staff who are still developing a repertoire of inclusive skills in their classrooms.

For P1, the answer to the resource/funding dilemma that is inscribed within the policy lies with the teachers as resources.

> My attitude was, you've got to up-skill, you've got to engage those teachers because I cannot fund specialist teachers to teach the kids that need your support and so you are always going to be under-resourced if you are looking for specialists. (P1)

To this end opportunities and expectations for staff at S1 to up-skill in the area are significant. In the previous year they had been offered 30 "in-house after school professional development sessions", several of which were "directly or closely related to differentiated instruction" (P1). As part of the PD support group in the school, the learning support teachers ensure ongoing dialogue and advice for teachers in confronting problems they might be experiencing in meeting with individual student needs. Such focused support comes at a cost, which has to be funded at the local level. As P1 explains:

> There's a lot of Ministry funded initiatives around teacher professional development but they're targeted at priority learners, Māori and Pasifika, under-achievement. We don't have them so we can't access that targeted funding. So we say well we need to do something about it for ourselves.

A further initiative in S1 is to train staff on specific learning differences "what it is, what it means, how you can help in the classroom, what you do, problems that might arise, things that you can do, all that stuff". This task is carried out by the learning support team in preference to engaging outside specialists who, they feel, cannot "understand how the school functions in order to present better" (LS1). More recently, experience has taught LS1 that the students themselves are better placed to educate their teachers.

> And then I've also found recently that I came into school thinking that I was the best person to present it and of course I'm wrong. The right people to present it are the students. So what we're doing is we're using student voice to do it … [initially] to

present to staff about autism, what it means for them and how they feel staff can help. And their voice in front of 35 staff we presented to brought tears to the staff's eyes and I realised that their voice was 20 million times more powerful than mine and that's the way we need to do it. … This year our target is student voice from students with dyslexia. (LS1)

Supporting Year One and Two teachers is also considered important. As LS1 explains, this involves "going in and doing observations with them with a focus on looking at inclusive practice within their classrooms" and whether they are supporting all the students in their class.

The second year teaching is considered to be a good time for focused attention on inclusion, according to LS1, after the early career teacher has survived the initial year in the classroom. "There needs to be extra support somehow for the PR2s to help understand how inclusivity works". This could include working with the SENCO for a day, attending a course about "the systems and structures" of GSE, focused support from a colleague "on how to differentiate the curriculum for a group of students that might be in their classes" (LS1). Such one-on-one support is available for any staff member who is worried about meeting the needs of a student appropriately.

> You can book time with [the learning support team] so that they can sit down with you after school, before school, in your non-contacts and they will actually work with you in developing those materials. They won't do it for you, they'll work with you because that is empowering you and up-skilling you so that you will be able to do it for yourself. (CT1)

However, one thing CT1 stresses is that individuals have to take responsibility for their own PD.

> We are a learning community. Every teacher in the school, every employee in the school is expected to be proactive in their own professional development and therefore we often search and outsource it. … And therefore [the learning support team] are encouraged to go to Australia and overseas for their PD, as well as for them to attend any courses that are advertised either through the professional associations or through the RTLB service. … There is a requirement that this professional development will take place.

Similarly, in S3

> Our current PD theme is around people taking responsibility for their own PD, identifying where they need to change and then looking for places where they can get support to do that change. … We have a system where they code what they've done and they earn points, PD points. It doesn't count to anything yet. It's not attached to appraisal. One day it might be but it's much more about them building up a profile of the things they got involved in. Did they read something new, did they try something new, did they teach someone else about it? You get more points for teaching someone else than you do for listening to someone else tell you. So that's the system we have. (P3)

LS3 explains that staff is nonetheless "kept pretty much in the loop with opportunities that are available". As SENCO, LS1 notes that:

> There have been occasions where I have done a short presentation on certain things. For example the most recent one was to do with the special assessment conditions for assessments and exams. Make staff aware of exactly what the criteria were and if you've got any students that you feel might meet that criteria put their names forward so we can get on and gather information. That was the most recent one. (LS3)

In addition, work initiated at the school that proves to be successful is shared with colleagues. As a specialist classroom teacher at the time of interview involved in a cooperative trial with an RTLB, CT3 explains:

> The idea is that if I develop a kind of programme or system or something I would then be able to trial it this year and then teach it to the rest of my colleagues so that when they get new year nines who are in that situation where they have no language or so on they will have some strategies in place to help those students cope and maybe this programme will eventually become self-sustaining.

As a specialist classroom teacher, CT3 is also on "a little professional development team".

> I do share things like classroom management, strategies and planning strategies and I sometimes run a workshop on how to plan a unit of work or embark on a new unit of work, this is the material, how do I incorporate literacy into that. … I do some whole

staff PD and I also do a lot of one-on-one work because what works for one doesn't always work for another and a particular strategy might be relevant to one subject more than it might be to another. (CT3)

P3 considers an inclusive classroom rests largely on attitude. In terms of PD

Well the one that needs the work first always is the attitude one. So I think you have to start from a sense that actually if I change what I do as a teacher and reflect on my practice I can actually make a difference to kids. So building up that kind of environment in a school where people feel that actually they are able to make a difference is the first step and then they're ready to go out and look for the skills that will make the difference. If you just try and push the skills in onto somebody who doesn't actually believe the kids he's teaching are capable of doing it anyway I think you don't get much buy-in and nothing happens, so the kids don't get any better. (P3)

PD is often modelling and/or sharing inclusive practice.

All the teachers of [the alternative pathways] group sit together and listen to what other people have done with that group and what successes or not that they've had. So it's PD, definitely PD because there's a little bit of peer pressure and moral suasion to suggest oh I could do this differently. So putting people in that kind of situation that's exactly why we do it. (P3)

For P2, PD has to be relevant and respected if it is to be acted upon. :

Well they might be polite, but nothing will happen. You know, there's all that research on PDL for teachers and the BES [Best Evidence Synthesis]. … People will be polite but if they don't see any point to it they will just switch off, like kids do in a classroom and have a pleasant day dream until it is all over and then tootle off. … PLD for teachers is a really crowded environment. There is so much that they are expected to do or know or change. (P2)

External organisations can also provide vital support. CT2 spoke of having had a police woman visit the staff to talk about "the psychological reactions you can have to kids and why you have them", which was "brilliant". LS2 welcomes the opportunity to gain information online and notes how various specialist organisations are pro-active in forwarding relevant information to learning support personnel in schools. This is then shared with other staff.

I found the forward button very quickly. Forward, for your information, I think this would be interesting to you. When it was dyslexia week it was very interesting … and I flicked it out to everybody. I put them up in the staffroom and I put the booklets there and we had dyslexia posters all over the place. And three teachers got back to me and said can we have a hard copy of this, this is really good. Now to me that was great.

Some of the participants identified specific instances where PD could have been used to meet a shortfall in training. LS1 saw curriculum differentiation and adaptation of assessment as being the most important matter that required further development in secondary schools.

I would do heaps of training on adapting the curriculum … Teachers still find that hard because of the pressure of getting a result for the students for NCEA. They feel that they always have to work at this level. … And so training people that what we're about is about life education and if that means they have to work at this level to get to this level to get to this level and hopefully eventually this level then perhaps we need to train staff to be more accepting of that, and also how to adapt exams for year nine and ten.

Past experiences had demonstrated that staff members were not well skilled at adapting the examinations to the appropriate level. "So that's where the need is … they don't know how low to go. They don't know how high to make it. They don't get the level".

Some participants expressed concerns at the lack of training opportunities for teacher aides. CT2 sees this as "a major issue", given the valuable experience many of them bring to their work.

Most of them have only experience and they teach themselves in the classroom. They are often taking notes of what we are doing, so that they can learn it, so that they can go back and teach the kids. So the experience they have is brilliant, understanding their children, understanding how they learn and things like that, but there's no theory there at all, cause they haven't been put through any educational training.

Part of the success of the teacher aide system in S2, according to the principal, is because of the leadership of the head of learning support in ensuring they have on-going training. As LS2 affirms, "there a huge commitment here". Having that team "working well as a team and feeling empowered and knowing that they are doing a good job, being appreciated for

doing a good job, I think that is really important" (P2). What the principal would like, though, is to have more teacher aides, preferably males, but that would require them to be paid a better wage. "It sounds terrible", said P2, but "there is a gender divide in teacher aides", despite a need for strong young men.

Pre-service teachers

All participants expressed concerns about the lack of preparation pre-services teachers gained from their teacher education programmes. It appears that pre-service teacher preparation could be a concern in a number of countries as there has been a steady increase in the international literature in this field. Many of these studies have focused on the pre-service teachers' beliefs about and attitudes towards inclusion (e.g., de Boer, et al., 2011; Loreman, et al., 2007) and some have raised questions about the effectiveness of provision in initial teacher education programmes (Kane, 2005; Lancaster & Bain, 2007). The fragmented nature of the pre-service experience for many has prompted inquiries into the nature, and relative benefits of, current forms of programme available to support pre-service teachers in their work, whether single course, content-infused approach (Sharma, et al., 2006), or single course with a focused practicum, or situated learning, component (Bentley-Williams & Morgan, 2013; Woodcock, Hemmings, & Kay, 2012). Few studies have attempted to measure the impacts of the programme or course (e.g., Bentley-Williams & Morgan, 2013), and another group have looked at the possibilities in the courses for members of the pre-service teachers' group who were less informed or experienced with working within inclusive education (Lambe & Bones, 2006b; Loreman, 2014).

In S1, it is considered that pre-service teachers receive minimal preparation in working with students with additional support needs. As CT1 suggests, "we could be wrong, but our perception is that their studies do not prepare them adequately for the reality of the situation". For this reason, S1 has two staff members who liaise with a major education provider for the area, and has "an extensively prepared programme of support in place for all the pre-service teachers who come to the school". LS1 elaborates how the school ensures that those on practicum receive a relevant experience in their time at the school.

> Number one they attend a training session that we do and number two is they do one option line with a student sort of like their teacher aide in the classroom working to see what it's like. First of all the aim is what it's like to be a teacher aide in the classroom so that they know how difficult it is so that they can understand how to

work with teacher aides and secondly what it's like to work with students with additional needs.

They also spend time in the Learning Support Department, at times assisting the school maintain its commitments to students with additional needs. Gaining experience as a reader-writer, for example, is a reciprocal arrangement.

> Because we do not have enough resources to fulfil our needs, we actually use that as a win-win. So the student teacher is fulfilling that role but at the same time the student teacher is also learning about the reality of the students that are in our school, and not just in our school, in every school. … but we do try to include them in the reality of what's happening. (CT1)

A major issue for LS1 is that of time.

> I think I've got the skills and knowledge. I don't think I've got enough time necessarily to always do as much as I want to with them. And also in their year one they're so much about survival that they can't take an awful lot more in at that level. It needed to come in the teacher training college a little bit from my perspective first.

LS1 feels that Ministry expectations around inclusion require commitment from all parties. Teacher education students require "knowledge about the types of disorders, some more knowledge about structural stuff about funding, who gets funded, who doesn't get funded, why they don't get funded, who to go to if you need support as a teacher". Support around classroom practice is also needed, but LS1 is worried that students seem unaware of the work of Russell Bishop and colleagues, considered to be "a guru in all good things that happen in education" (LS1).

LS3 also believes pre-service teachers need "a little bit of knowledge about the more general learning disabilities that they are likely to come across and maybe the characteristics or the traits of students who have particular learning disabilities". The greatest benefit of having such knowledge is that they will then "probably have a much better feel for where a student is at". Similarly CT2, speaking from personal experience, believes that it would be useful if understanding some of the more common aspects of health as well as learning disabilities "that affect kids and how that would affect how they learn and how to support them" had been made available within the pre-service education programme. What pre-service teachers do need, according to LS3, is "to know about catering for different levels of learning within a

classroom, differentiated learning, multi-level learning". While believing that the pre-service teachers do have some instruction in this area, SL3 emphasises that "it's easier learning about than putting into practice".

CT2 elaborates. Although the pre-service teachers are taught about curriculum differentiation, "they are taught it in quite an idealised way". They find applying what they have learned difficult.

> They say things like 'all the theory we learnt was great but I don't know how to apply it in my classroom' and things like that. And I'm not sure if that's because they don't get enough experience of it when they are on practicum, because not all teachers are comfortable with having a differentiated classroom from the old school. Or if they are just getting a little bit too much theory without any sort of video role playing or anything like that at college. I'm not sure why that is. So they find that really hard, and especially when they are already having management issues. … So they need a lot more support with that.

P3 is uncertain about the amount of support pre-service teachers are receiving for working in inclusive schools. A major concern is that "it's never going to be taken seriously if it's only ever a one week add-on at the end of a training course". And on second thoughts "Well, I'm sure it's not any kind of add-on at all and I would wonder if it's ever discussed". More significantly, perhaps, this principal sees a more rigorous selection process as being "the thing that would make long-term biggest difference … that you are actually able to choose people who have got those attributes that look more likely to make them great teachers".

> Quite often within the school with the existing staff or student teachers that come in I'm quite happy to talk about the resources we've got that are available to use or strategies that we can use. But as a SENCO my main expertise is with the learning difficulties. (LS3)

CT3 also shares the benefits of a long teaching career with the pre-service teachers – "a long time to have made lots of mistakes and to have learnt from them".

> I get student teachers on a regular basis. So I try to tell them or I try to guide them particularly if there are students in the class that they are going to be teaching that have significant needs. So I try to just tell them this is how I deal with this class. …

And I can only draw on my own experience, what I have done with students and the mistakes I have learnt from and then I will try and guide them to avoid those kind of pitfalls or to kind of encourage them this is what I do to deal with those kinds of students or this is what I do to deal with this particular class and that student in this class.

CT3 would like to see "some practical matching with theory" in the preparation of secondary teachers. This means that "a component where they actually have to encounter a special needs student in order to apply the theory that they have learned in the lecture to what they are doing" would be desirable. "You learn how to cope in theory but it's different when you're doing it in practice".

LS2 is particularly concerned when pre-service teachers do not make an attempt to communicate with the learning support department when they are on practicum. "Well, I just think oh yeah more of the same". A major point of concern is when the service providers offer an optional paper on diversity that aims to address inclusive education where "children with special needs were thrown in with second language speakers and Māori and Pasifika … tagged on at the bottom". Another is if interested members of the group are discouraged from gaining hands-on experience on practicum.

Well, they've only got a year to learn how to be teachers, and they're so busy learning about how to teach their subject and the pedagogy of this and the pedagogy of that, they haven't got a clue.

For LS2 this helped explain why a first year teachers in the school did not take advantage of the systems the school had established to ensure that all staff had access to relevant information about the students in their classes.

They are told to read [the student data system], it's sitting there, it's in words of black and white. All she had to do was flick on health and it was there. She hadn't looked at that. … She just saw a student who was being difficult and was causing some concern in her classes. But she didn't ask. She didn't even know why the teacher aide was in the room. She had never spoken to the teacher aide. (LS2)

Providing appropriate information about what to expect in an inclusive education environment is the key, according to LS2.

Make them aware of what is in the schools. Make them aware that in their classes they could come in contact with students who are so low in their cognitive ability that they don't give on any scale to test them … and maybe when they do go on a practicum into a school that has a learners' support, they have to spend maybe an hour looking, you know, with the head of the learners' support department or something so that they get a bit of an idea about what's out there.

Find out about these kids. Maybe do a case study on a student with special learning needs in that school. How is that student being supported by that school? Identify a student in a class where you are based who has got special learning needs. How is that student being supported? Would that be an eye opener? I don't think it's professionally responsible to allow students to come out into schools with no knowledge about the kind of students they can and will meet in their schools.

Summing up the issue, LS2 concluded:

I think you've got to look carefully at the training of teachers, pre-service, and it has to be visible, it has to say 'this is a compulsory component of this course, you will go and spend two days, three days in an environment where you are working with children with special learning needs'. Even if they came here for a day they would get their eyes opened as to what they needed to do. I also feel quite strongly that those people who are in the pre-service teaching need to come out and see what is happening in the schools. The teacher educators. Come out and see what is happening.

CT2 adds that "it would be good if they understand, sometimes in spite of your school quotas or anything else, that the needs of the child come first, because we always get the assessment comes first".

Policy versus reality

Wylie's (2000) analysis of the progress towards achieving inclusion in New Zealand schools identified some significant challenges being faced within the country's secondary schools, a number of which emanated from funding and organisational arrangements. Tensions related to implementing the policies of inclusion are experienced at all levels of schools and classroom. One of the issues is that the policy is being played out within a neoliberal policy context (Brown, 2014; Hardy & Woodcock, 2015). This raises questions about whether the

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moral imperative that underpins the ethics of inclusion is in danger of being subjugated by economic constraints (Terzi, 2014; Wills, 2006).

For P2, implementing the Ministry of Education's policy of inclusion is an ethical imperative that requires both Boards of Trustees and schools to 'sign up' to its principles. This is considered especially important given that children with additional education needs and their parents are sometimes "poorly treated" when attempting to enrol at other schools. As LS2 notes:

> My role in the school it's to ensure that the students we have enrolled in the school receive the best possible chances they have to achieve inside the school and whatever they bring with them and we have to meet their needs. We have no say in who enrols in the school. We have a very open policy and we don't refuse anybody that is within our zone.

Nonetheless, LS2, who strongly endorses the policy, has had experiences in special schools that provide evidence that, without adequate organisation and support, it cannot be successful.

> I had this sort of global idea of inclusive education, I had that basic philosophy, and all students were entitled to attend their neighbourhood school. But, and to me there's a huge but … .Inclusion has to be an ideal, it's an ideal, but you can't expect it to happen unless you fund it correctly and I feel quite strongly about that. The funding has to be in resources, in training, it has to happen. You can't just expect the schools to develop their own skills. (LS2)

According to SL1, the principal has to "run the department on the whiff of an oily rag" because funding is so limited. A major resource is, therefore, pooling expertise with those in similar roles at other schools. CT2 also comments on the funding constraints experienced by the school's "wonderful" learning support department in S2, which is "massively understaffed" and has to operate in "a tiny space".

LS2's experience working in a special school in a community where there were no intermediate schools had evidenced the number of students for whom inclusion, without appropriate transition, was not considered possible.

And it opened my eyes as to what was going on in the world outside. And yes, how, how unprepared regular schools are for these kids when they come in. They are not ready for them. They are not trained for them. They don't know what to do with them. They throw up their hands in horror.

The answer, for LS2, was not to deny the students access to the school, but to have in place all the relevant facilities and "building blocks" to support their successful inclusion. Just as they had "a development class and a year 11 pathways class" in the school, LS2 suggested, the neighbouring special school could become part of the school, with free movement of students and specialist support, such as physio and OT, between the two. That would be a pragmatic solution to providing the required support for all students.

I believe that all kids have the right to come to the school, so the school has to set up somehow. … All these students from this area go to this school. But inside this school we have trained specialists, as we have specialists for physics and specialists for art design. We have specialist for learner support. (SL2)

As P1 acknowledges, "in the world of special education there are policies and there are things that happen and the two can be incredibly wide apart". Schools may have developed "a beautiful policy on special education", but this can be a façade that masks the traditional status quo, so that "when the parent shows up with their special needs child to enrolment they are told quite bluntly we don't cater for your type of kid here". Such a breach of obligation is often ignored at the national level, despite the fact that "schools are receiving special education staff funding and the like" (P1). This principal of a high decile school that has accepted many out-of-zone students with additional support needs argues that the Ministry of Education's funding policy related to special education should be open, honest and transparent, but is in fact "discriminatory" and "completely unethical".

Now all of the research says that special education needs are not decile related. The children with special education needs are spread almost evenly. It's not a decile thing and yet they have a funding policy which is decile related. … On the one hand they're saying every school should have a policy and a strategy to integrate as fully as possible special needs students into the school and provide them with the best quality education they can. … on the other hand we have a funding policy which doesn't even come close to funding that.

The end result is that funding issues arise for all schools because they are being judged on how well they will provide for the students and enhance their educational outcomes with inadequate resources. As a school leader, the concern is whether such limitations will enable the school to fulfil its obligations to the students. "They [the Ministry] put you in a moral dilemma because simply they won't actually stand up to the moral dilemma themselves and I don't think that's okay" (P1).

> Now what we've done is we've bitten the bullet … And if no kid's brought in any funds or whatever … they'd still be there, because there'd still be plenty, plenty of kids that don't meet the very strict criteria that they could help. So we do that. (P1)

LS2 expressed a concern at the delays in gaining support for newly identified student needs.

> It's the timing. … You've got to get the information that the document requires. They want incidents, they want timing, they want when it happened. That takes time to do and by the time you get it and you assemble it all and you get it in, well often it's too late.

To avoid delays where safety is a risk, the school will intervene.

> I went to the principal and he found me some extra funding so we could employ a teacher aide. We got [the teacher aide] out of bed and said, 'get in here, we've got you employment'. So we used our school funding, because we felt that this student was at high risk and we needed to keep the other children safe and [the student] safe. (LS2)

Raising extra funds seems to be a common response to funding constraints. LS2 talks of a student whose funding had run out at the end of term one and the school was obliged to reapply for its continuance. Furthermore, the funding was inadequate at "usually only ten hours a week. That's not enough for these kids. Some of these kids need full time". In S2, students who have benefitted from having gained additional support – and confidence through success – through school-based initiatives, have themselves taken on the role of ambassador for the school in speaking to local philanthropic groups.

P3 recognises the limitations of the current funding policy when it is not acknowledged at other levels.

> The government, the unions, everyone needs to realise that some kids do have higher needs than others, their ability to include them successfully into the environment,

some have higher needs. Now in some cases it's taken slightly care of where the child has actually a learning need which is really different to everyone else's, but where they've got an emotional or behavioural need it's different. Schools aren't really funded or staffed to deal with that. So we have children who fall out through the cracks here who if we were resourced a little differently we could keep those students in our school ... just writing policies which say that teachers have to do a better job of inclusion and you leave them with classes of 28 and some really difficult kids in those classes then I think you're just asking for, you are asking a hell of a lot of individual teachers, even the most skilled.

In this school, LS3 is concerned that some children are inappropriately funded. This is especially so with students who are allocated funding for behavioural support, when they would qualify for ORS funding.

So you get kids coming in at year nine level who are different levels of the autistic spectrum and they have behavioural funding rather than ORS funding and that gets taken off us rather quickly in those cases and those kids have got no support from the Ministry. And the RTLB service is only interested in providing resources or showing strategies that people can use with these students whereas quite frankly a lot of them require one-on-one support. (LS3)

Funding for special assessment conditions has also been a problem.

A big hiccup in the past has been the pre-requisite that they've required, educational psychologist assessment. And with a low decile school most of your parents can't afford that sort of thing. So the fact that they are now accepting alternative evidence is good. I still think it could be easier than it is. It's such an onerous process and they want so much, they don't seem to put much trust into the staff that are working with these students. … Oh a lot of strife, a lot of stress.

It is not just special assessment conditions that cause concern for SL3, who compares the current process with that in place prior to the policy shifts, and suggests that this "actually goes against everything that the government tries to put before the public".

They don't make it easy. [It] seems to be a lot more difficult to get any sort of help for students. So all the propaganda they put out about doing so much more for students is

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just that really. They are making it so much harder for schools to actually provide for these students and that's not the way it should be. And they've got to realise too that some of the assessments that they want done can't be carried out by just anybody. People actually have to have special qualifications to carry out certain testing. (SL3)

I think the intentions are good. They want to be helping as many students as possible but they are just making it so difficult. … If I get a student arriving at secondary school who's got a literacy level of a seven-year-old I can't get a teacher aide for them. There's no point in me putting in an ORS application. I've done it several times and it gets turned down. They expect students to be around a five or six year level. Well secondary school kids are coming in at a 13 year level. … What it comes down to for a lot of the kids is one-on-one support and the Ministry are making it so much harder for us to get that. … I think the inclusive practices education is a wonderful idea but staff needs PD on it, that's common sense and we need support for the kids who need support. It's not all up to the teachers. It's got to come from the Ministry as well. (SL3)

SL1 is less than enthusiastic about the effectiveness of the RTLB system. Apart from one who was "blooming amazing", SL1 feels they always seem to find barriers – "always a reason why something can't happen". Major concerns include the lack of secondary sector expertise and the sense that there is a lack of trust in schools distributing Ministry funding.

And to be frank I think the schools should be trusted with the funding. … We've got students that need that funding and I think it's a poor trust model that we put another barrier in, another line of people who are not necessarily helping because they don't have the skills. They have primary skills, but they don't have the skills to understand about a secondary system. … Let's use the funding from RTLB to give it to the schools, to make them have a head of learning whose focus is about differentiation and about inclusion in the school.

With this would come responsibility: "If you were giving the money to a school making sure that the board and the principal know that that role is about making structural change within the school, not just about students".

Within a policy of inclusion, and despite best efforts, CT3 suggests, "some students have slipped through the cracks and only once we see them exhibiting a weakness in our subject

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area are they identified with a need". CT3 questions where the system might have failed students who, for example, can reach secondary school "virtually illiterate".

> I think that must start way back at the teacher training phase but it will also be needed to be applied to the primary and intermediate teacher so that they can pick up those flaws early on and start helping those students so that by the time they come to us as secondary teachers they have already been put on a path that is helping them address those needs. (CT3)

The role of teacher aides was also seen as a policy dilemma for P1:

> Teacher aides are associated in most cases with individual kids, which in a sense is good because the kid carries that resource. The problem is that you can't as a school give teacher aides long-term contracts because the money is tied to the child. So the very people that you need to be highly skilled, highly motivated to understand the nuances of the organisation and to be able to manage children though those are more likely to be people who come and go.

P3 is concerned that teacher aides are poorly served by the system.

> We pay our teacher aides badly, they're paid lowly. My view is that there needs to be a serious study done about the effectiveness of teacher aides in New Zealand schools. I've got real doubts about how effective they are, not through any fault of their own. One is they are not necessarily particularly well-trained. The teachers are often not trained to use them, so you've got a teacher aide, what do you do with them, we haven't got a clue. … They'll end up running around stapling sets and doing stuff because the teacher doesn't know how to use them either. Teachers aren't trained to use teacher aides at all. I don't know of any training for them.

P1 sees a danger in working within the current framework that threatens to undermine all that is socially beneficial in the policy. This principal sums up the policy/implementation dilemma.

> Yeah I think that if it's done well and if it is a policy that New Zealand is serious about it is something that we could be as a country inordinately proud of because there's something that happens … that is very, very special in terms of us developing human beings who are incredibly empathetic and understanding and compassionate

and so on. Because as I said before there's nothing like seeing someone who is struggling to overcome difficulty overcoming something that's not of their own making, that is inspirational. There is nothing like experiencing the ability to actually assist someone in a really meaningful way, to create strength and resilience amongst teenagers which is something that we all need to be concerned about. In other words, done properly the inclusion of special needs students into mainstream education is an absolute win-win situation for everybody and for the country as a whole and for the type of society I think that most people would aspire towards. However, where it's done in a way in which there is lots of rhetoric but actually very limited resourcing, you actually get a situation where there is an incredible sense of hypocrisy and distrust and discord and so on and so forth. And you get in fact an overall negative impact or you can. I mean there's a propensity to go that way. (P1)

I guess what I'm saying is at some point the policy-makers have got to actually take a long hard look at it and say we need to be honest, we need to be honest and we need to be open and we need to be transparent and if we're saying this is our ideal, this is what we want to happen, then they've got to match that with the resourcing that meets that need. (P1)

Synergy of ideas

This chapter has reported the experiences of three school personnel within each of three schools relating to their experiences in working through practical and discursive changes to Special Education within an inclusive schooling policy environment. It was considered that face-to-face interviews would provide opportunities to hear individual stories of how inclusion was played out and experienced within a particular school as well as gaining insights into the school as a shared enterprise and expression of inclusion in practice.

In recognition of the Ministry of Education's goal of achieving an inclusive education system (Ministry of Education, 2012e), the analysis of the data presented above takes account of the school improvement strategies that were in place when the interviews were held. The Index for Inclusion, first trialled in New Zealand with five schools, was widely used by schools to examine and reflect on their cultures, policies and practices and the extent to which they supported inclusion of all students in their local schools. According to Bourke et al. (2007), when it was first introduced as a possible model for developments in New Zealand, the Index

for Inclusion was the catalyst for change in that it "enabled schools to confront and initiate changes to their policies and practices for more inclusionary practices" (p. 57). This initiative, as the basis of the IPT, provided initial guidance for schools in reviewing their progress towards becoming inclusive communities of learning. Although the interviews for this study were being conducted at an early stage of the self-review process, the nature and purpose of its expectations had been widely disseminated. Where appropriate the concepts central to the IPT will provide a reference point for the analysis of themes that emerged from the participant voice that is presented here.

School Culture

The significance of establishing an inclusive school culture is recognised in the school review tools as one of three strands that must express the presence, participation, learning and achievement of all young people in the school (NZCER, 2015c). Another strand is leadership. This is especially pertinent for principals leading self-governing schools (Carrington et al., 2012) in the New Public Management governance structures (Dale, 2008). In the schools that took part in this research, a quality inclusive environment was seen to be reliant on having the right people in key roles. Principals and those in charge of learning support within the schools were central agents of change where required, and stability where needed. At the same time, the school leaders in this study all articulated commitment to a school-wide approach to inclusion, its principles and values (Hill & Brown, 2013). Each depicted an effectively coordinated and collaborative relationship-building enterprise (Abawi & Oliver, 2013), considered in the IPT as essential in confronting barriers to learning, and providing support to teachers and all learners (NZCER, 2015c). This was endorsed by other participants. It was non-negotiable, with individual lapses at times eliciting what one participant called "direct confrontation, an individual conversation".

The participants recognised that becoming an inclusive school was an ongoing process (Bauer & Brown, 2001). It demands a major ideological shift from a separatist logic that takes time and commitment, understanding and planning. As one principal explained, a radical restructuring of the teacher aide system had become necessary as part of "a massive shift in culture". This had demanded a shift in understanding of the nature of the student and their need, and a reassignment of responsibility for the student. It needed to be established that meeting the needs of all students was the responsibility of everyone, not just the ancillary or the specialist staff (Kearney, 2011), or the "person down the back of the school". It would

also demand respect for everyone in the school and the certainty that everyone could feel good in themselves. This would also ensure that students with additional needs, and their crucial support staff, were not undervalued as part of the school community. MacArthur (2012) argues that "the beliefs of those in leadership positions are one of the most influential variables in the development of school cultures and teaching practices that contribute to inclusion" (pp. 6-7). The leaders in this study were all proactive in creating environments that welcomed critique of outmoded attitudes and practices, where appropriately informed change was embraced, and initiative in developing and sharing promising alternatives was encouraged.

The idea that all students should be welcomed and included as enrolled members of their local schools is encapsulated in the theme 'presence' within the school review tools (Booth & Ainscow, 2011; NZCER, 2015c). Starting with enrolment, all the leaders in this study demonstrated inclusive enrolment practices as part of their school culture. Because of the nature of the schools, these took different forms. In one large school, transitioning from a school that did not welcome students with additional needs to one which had virtually unconditional acceptance became part of the restructured culture of the school. Financing such an open policy required significant strategic planning on the part of the school, but one which they accepted uncritically as part of their commitment to inclusion. The other two schools, both of which were physically linked to specialist provision, ensured a sense of "belonging and safety" (NZCER, 2015c) in the educational and social interaction and movements between the two schools and in shared classroom experiences. These became defining factors in the culture of the schools.

Giving respect to students, classroom teachers, teacher aides and learning support leaders seems, initially, to be a key component in driving school culture. There is a sense that once this is established then the inclusive culture of the school will translate to one that invites participation and engagement between the school and its community. Parents, according to Loreman (2007) are "the most important group in the wider school community" (p. 31). However, the participants in this study said relatively little that was explicit about their relationships with families. In some instances it seemed they took for granted that the inclusive school culture would roll over into the community. Availability and choice seemed to shape the pattern of engagement. The staff was available and it was the parents' choices as to whether they needed to engage.

Reflective of the inclusive enrolment practices anticipated on the IPT framework, learning support leaders were, however, proactive in their engagement with contributing schools in gaining the information about incoming students that would enable them to prepare for a safe and welcoming initiation into the school. This involved consultation with families where necessary and collegial information-sharing and support conversations with relevant staff to enable consistency of approach in establishing relationships with the students. Such consistency was deemed appropriate in easing the transition process and ongoing experiences for the student in the school.

Fostering inclusive education

Whilst the concept of inclusion appears to have increasing global acceptance, there are some difficulties about agreeing on the processes to foster inclusion and its ongoing place within schools. Without planning, the idea of inclusion will not be expressed in practice by chance. New Zealand already practises inclusion and has done so for many years with only 5% of students educated out of the mainstream, yet there is no legislation that requires schools to plan for students who have additional education needs, nor have there been any formal requirements for employing learning support leaders, initiating individual education plans, for training teachers on additional needs that some students might require, or for the involvement of specialists such as school or educational psychologists. Finally, there is an expectation identified in the latest iteration of the National Education Guidelines (last amended on 24 October, 2013) that schools will develop a coherent policy for developing and maintaining inclusive education. The need for the development of school policy and the planning to ensure these were implemented in practice is explicit as a 'school system theme' in the IPT (NZCER, 2015c). Schools in this study were deeply committed to planning for inclusion in a formal way. This included consideration of a systematic approach to ensuring inclusive enrolment processes and gaining prior understandings about incoming students and their needs to facilitate forward planning for an optimal educational experience.

Planning for students with additional needs takes a number of forms. In all of the schools studied, building knowledge of the pupils begins in the final term prior to the following school year. In the schools' documentation of pupils, for example, individual profiles with suggested strategies generated from planned meetings with relevant staff became blueprints for guidance to assist students and staff with individual learning and teaching strategies. Those schools that relied upon their close liaisons within their communities and feeder

intermediate schools met early on into the school year as well. This involved speaking with the families, with one school adopting a mentoring programme in which Year 13 students and ex-school students, as volunteers, could meet with the students to establish community-type arrangements. Staff members were given access to their students' records and were encouraged to consult them when requiring information, and where necessary to seek clarification and/or guidance from the specialist staff in the school. In all of the schools this was readily available with an 'open door' approach promoted.

Teachers' beliefs and attitudes remain a critical factor in fostering inclusion and engaging with inclusive practices in schools (Avramidis et al., 2000; Boyle et al., 2013; Zigmond, 2003). Bentley-Williams and Morgan (2013) in their Australian study found that a supportive school environment provided a pathway towards accepting diversity as a commitment to ethical decision-making and quality. In this study, as demonstrated by a participant's culturally responsive approach with a group of young people for whom English was a second language, responding to diversity appeared to be one way of fostering inclusion. This is not surprising, as it reflects the dominant discourse in much Ministry of Education and academic literature. It is also expressed in the directive that classroom teachers model and promote a culture that 'values diversity' and the expectation that 'respect for cultural differences' will be an objective that connects all aspects of the IPT together (NZCER, 2015c).

Some writers have advocated the importance of teachers having the opportunity to engage in reflexive inquiry in their development as inclusive educators (Florian et al., 2010). Regular engagement with current research and policy was encouraged in all of the schools in their attempts to foster inclusion throughout the school. Recognition of an ever-changing policy environment meant that staff members were often provided with up-to-date official policies and documentation from ERO, the Ministry of Education and other information relating to inclusion and Special Education. This was one opportunity for establishing consistency of understanding amongst staff. Classroom teachers believed up-skilling was essential, and noted that having supportive working relationships with staff members more experienced in the field and opportunities to consult during times of relaxation, such as during morning tea breaks, was one way of ensuring they could ask questions and have them answered by informed colleagues.

For Loreman (2007), true inclusion would have no segregation at all. The optimum goal is for full membership in regular classes that support all students with additional needs for the

greater part of their school day. Participation in classroom activities would be facilitated through appropriate modification. This study has demonstrated that some families in New Zealand continue to send their children to special schools in exercising the 'choice' that is commonly seen to be part of the neoliberal trade-off for the imposition of other constraints (Higgins et al., 2008). Where regular and specialist provision were located adjacently, facilities were readily shared as part of the overall collegial environment, and students were mainstreamed for certain subjects where considered appropriate. Such forms of collaboration provide interesting examples of ways in which differences of opinion about inclusion, processes to foster inclusion, and its ongoing place within schools, can be worked through at the level of individual schools.

According to Loreman (2007), "for inclusion to be truly successful, the entire school needs to be committed to making it so" (p. 27). As evidenced from participant voice and the documents examined in Chapter Seven, the three study schools are acting in proactive ways to work towards the country's goal of inclusion for all students, and to support staff members who were less convinced, skilled, knowledgeable, or confident on their journey to becoming inclusive educators.

Curriculum differentiation and assessment adaptation

Secondary schools have often been criticised for privileging prescriptive curriculum content rather than focusing on individual student differences (Avramidis & Norwich, 2002). However, an Australian study of inclusive secondary school teachers has indicated that barriers to curriculum differentiation are mostly due to larger class sizes, organisation of time and space, a traditional focus on curriculum content, examinations and subjects, together with the possible lack of training in Special Education (Pearce, 2009). Boscardin (2005) believes that those who have the knowledge and skills to reflect upon evidence-based practices are well-positioned to make the adjustments to the curriculum that would support improved educational outcomes. The participants in this research all expressed the view that, in the inclusive classroom, various forms of curriculum differentiation are needed to allow students to work at different levels and speeds, but they are aware that it is an area in which many staff members require support. Support is sometimes facilitated through the work of teacher aides, assisting individual or smaller groups of students with assigned teachers. However, in line with the ITP, the teachers are expected to be able to demonstrate that their classroom learning plans will "provide each student with learning experiences and challenges that relate to the

NZ Curriculum and Te Marautanga o Aotearoa as well as their interests, needs and goals" (NZCER, 2015c).

In the study reported on here, the differentiated curriculum engendered support from the Secondary Tertiary Alignment Resource where there was the possibility to ease transition to work. This Ministry of Education initiative provides additional funding to enable students in their final three years of secondary education to access experiences and qualifications relevant to possible career options. To this end, level one unit standards are adjusted in a semi-structured manner, enabling the student to study at different levels across courses (Ministry of Education, 2006). A participant in the study noted that this form of differentiated learning was seen as a way of creating a more settled classroom by some teachers. Without the experience required to develop a comprehensive repertoire of inclusive practices and understandings, there was a tendency to revert to the 'behaviour problem' discourses of the 'difficult' or 'disruptive' student that framed the earliest forms of segregated provision in New Zealand (Stephenson, 2008). Old ideologies die hard, especially when there is little time for collegial discussion and instruction (Florian, 2008).

However, becoming skilled in these processes takes time and instruction, so it seems good advice when one of the school leaders recommends ongoing support, but to give early career teachers time to find their feet first before targeting concentrated learning in the area. Another shared an interesting pedagogical message that focused on the benefits of having a number of students with additional needs in one classroom. This, it was explained, enabled more support within class groups. The teacher benefitted by having students mutually supporting one another, and the students benefitted by working with peer support at the appropriate level.

Pedagogy is important for Loreman (2007). Quality teachers need to review their ongoing practice as every student has a differentiated pathway to some degree, whether based on ability, learning style, prior knowledge, motivation levels and intellectual curiosity, said one participant. "Quality teaching is the same for all kids … quality teachers consistently reviewing their practice". It is this understanding that underpins the current plans for New Zealand's latest direction for teacher education in graduating adaptive experts (Timperley, 2013).

Teachers need to become adaptive experts in their use of assessment also. All of the schools employ some form of banding to sort and select students. These processes are legitimated by participants as a means of confronting the problems with standardised forms of assessment

that assume 'a one-size-fits all' approach to measuring student performance, as well as the implications of high stakes testing (Davies & Elliott, 2012; Mastropieri & Scruggs, 2001). Where additional funding is allocated for an initiative of this sort, it was considered an appropriate use of resources in meeting the needs of option groups of fewer students. Small selective classes were considered to work effectively for those with additional learning needs and they were matched with handpicked teachers, to ensure the student efforts would bring successful NCEA outcomes.

Comments of this sort reinforce a concern often felt in the secondary sector, that students and teachers are forced to 'perform' within the culture of competition and accountability that characterises the neoliberal policy environment, and that has intensified with the introduction of international benchmarks and performance scales (Mitchell, 2010). The language being used in discussing these factors suggests that there are still vestiges of beliefs about student 'value', 'ability', and 'educability' that were hegemonic in earlier approaches to assessment that could be shaping these decisions (Blatt, 1960; Florian, 2008; Grenier, 2010). Loreman (2007) advises against grouping by ability. One of the problems is that, with the implicit notion of student potential lurking in the background, it can impose limits on opportunities offered to some students. Davies and Elliott (2012) concede that this can occur when students are discouraged, or refused the opportunity to participate, in large-scale assessments to preserve higher national or school averages.

However, the findings of this research study indicated that any adjustments made to the curriculum within an inclusive education environment did not always translate easily to opportunities in the workplace. Therefore, the student record could become a potential barrier to selection when employers select students who have the higher grades.

Professional development

The need for professional development (PD) to support inclusion featured prominently as a point of discussion throughout all interviews. This was not surprising given the concern that participants felt about the lack of preparedness of some of their less experienced staff, and pre-service teachers coming into the school.

As schools struggle to meet their commitments to the principles of inclusion as expressed in national and international policies and statements (De Vroey et al., 2015) having staff who are positive about inclusion as a philosophical basis for supporting student presence,

participation and learning in the schools is a major priority (Avramidis et al., 2002). For Turner (2003) teachers' beliefs and attitudes about inclusion are crucial defining factors in their development as inclusive teachers. However, this was not without its challenges and PD was seen as a major resource through which staff members trapped in the deficit ideology of student pathology could engage in safe collegial relationships to gain awareness and understanding of the social nature of their beliefs in their journey from novice to experienced inclusive educator (Loreman, 2007; O'Gorman & Drudy, 2010; Zigmond, 2003). PD taken by ex-pupils who had successfully negotiated the system and had been invited back to share their experiences and to advise on further developments was one striking strategy that had great potential for shifting attitudes. As Rees (n.d., p. 6) states:

> I believe that if we place the student at the centre of what happens in schools, then support services will not have such an ostracizing impact. Instead we will have a culture where the student is actively engaged in decision making and peer engagement is organic.

While it was accepted that learning to meet the differentiated needs of their students would require sustained effort and support (Bauer & Brown, 2001), school leaders were enthusiastic about the promise such development held for the inclusive culture of the school and for their commitments to the wider school community. Nonetheless, while the learning support leaders were proactive in disseminating information about possibilities for further learning, and in coordinating collaborative PD practices, it was considered important also that the staff members take ownership of identifying, and planning, for what they believed to be their personal PD needs. In this way the school became a learning community, with every person being proactive in their own professional development (Hiatt-Michael, 2001). As participants in this study explained, some were encouraged to travel overseas to attend courses and these are funded by the school, or they could access the RTLB service for support. For schools undertaking self-review, coordinating this endeavour was an expectation of school leaders laid down in the Inclusive Practices Action Plan, as was their identification of the roles of other staff members (NZCER, 2015d).

Participants in the study spoke also about encouragement to gain more insight into specific learning differences and curriculum differentiation. Mitchell (2010) states that gaining further knowledge and skills in adapting curriculum, assessment and pedagogy to the often widely differentiated needs of their students is a major focus for inclusive educators. As one

principal said, it was important that staff felt confident that they could make a difference through gaining these skills. It was also recognised as a useful focus for some Ministry supported PD.

Although schools were primarily responsible for managing and funding their own identified PD priorities, some topics were targeted by the Ministry as being of urgency. This meant that extra funding was allocated to the purpose. The funds were not always universally available, however, their allocation being limited to some identified priority learners, and not to others. This is an example of the prescriptive way in the Ministry has attempted to mediate the social and economic tensions under the New Public Management model of governance (Dale, 2008). This anomaly in the funding system put the school at a disadvantage financially. More significantly, perhaps, it put the students at a disadvantage also, because of the valuable learning that might have been denied to their teachers had their principal not intervened.

Participants from one school discussed a system through which they could access PD points, without it being attached to an appraisal. They worked at identifying their needs and then looked for places where they could receive support to make those changes. Others had done short presentations and discussed with staff the special assessment conditions. The Staff were encouraged to share their extra learning development and for those seeking assistance in working with students with additional needs, a specialist classroom teacher shared classroom management and planning strategies as "a little professional development team". Loreman (2009) considers that staff professional development and teacher education provide opportunities for teachers to foster inclusion and should, therefore, be appropriately resourced.

Pre-service teachers

Pre-service teachers figured widely in the participant interviews. There was overwhelming concern about the lack of focus in the pre-service teacher education programmes about inclusion. Whilst international research foreshadows the importance of adequate preparation for inclusive classroom practices (Florian et al., 2010) teachers in the schools provided minimal evidence of having worked with pre-service teachers who were prepared for, or understood, much about additional needs or working with students within an inclusive classroom. This resonated with the findings from a New Zealand study by Kane (2005) that

pre-service teachers had had little opportunity to address diversity in their programme courses.

For one school, the solution was to develop a programme for all pre-service teachers who took a practicum at their school. This included attending a training session about 'special educational needs' and inclusion, and working with a student in the role of a teacher aide to get a sense of the nature and significance of that role. It was considered useful to demonstrate the various ways teacher aides were perceived, used/misused and valued/undervalued in New Zealand schools and/or classrooms (Rutherford, 2014). Time in the Learning Support department provided opportunities to gain first-hand knowledge of ways in which the policy was implemented in practice at this particular school. It also provided an opportunity to experience being a reader-writer for students taking examinations under 'special' circumstances (one of the tasks required for students who needed assistance in completing examinations), whilst at the same time enabling the pre-service teachers to give back to the school for its investment in their preparation as inclusive teachers. Overall, then, the pre-service teacher was able to engage practical skills while learning about the students' needs and gaining some professional insights into this vital part of their career. They were also able to witness an all-encompassing inclusive school culture in action, in their development as inclusive teachers (Turner, 2003).

Participants raised questions about the expectations the Ministry put on schools to support the securing of an inclusive education system, without acknowledging the work they were doing in their own schools. They questioned also the cost of their commitment to the pre-service teachers at the expense of their own early career teachers who required support. It was felt that the Ministry's expectations of all those working in education was one-sided. There was a large expectation around inclusion, yet there was little practical support given by the Ministry except that provided on the institution's Well-being website, the current focus of attention as the electronic 'home' to the IPT. Teachers were also surprised that pre-service teachers did not even request knowledge about the types of need they might have to support, about funding structures with which they would have to work, and knowledge about inclusive classroom practices. For example, the heads of learning support believed that pre-service teachers needed to know about how to differentiate the curriculum. There was a general acceptance that some of this was done in the teacher education programmes but that mostly it was done in a theoretical or idealised manner and lacked any practicality within the classroom. However, for most participants, there was a sense that learning about inclusion

was not high on the agenda of the visitors. There was a suggestion that the pre-service teachers would benefit from completing a teaching component with a student, where they would have an opportunity to apply the theory to their practice, or to check the relevance of the theory in making sense of their in-class experiences.

Despite opportunities being made available, the pre-service teachers did not always attempt to communicate with the learning support department during their practicum. The head of learning support thought it might be a time constraint, given the crammed one-year teacher education programme. However, the school had established systems to ensure all staff had access to relevant information and the opportunity was there for the taking. There was some speculation that the pre-service teachers were simply not at all anxious about the prospect of working in an inclusive classroom. As Lambe and Bones (2006b) found in a study with pre-service teachers working online, the less experienced teachers were more positive and optimistic about inclusion but they were not committed to it. On the other hand, many preferred the separatist model. Finally, whilst they believed in the philosophy of inclusive education they were keen to find a structure that was workable, integrative and adaptive.

Generally, the schools indicated that it was important to provide appropriate information about inclusion, to make pre-service teachers aware that in their class they could communicate with students who were low in their cognitive ability and to suggest that they undertake a case study with a student with additional learning needs. The overall response from the interview participants was to emphasise that in the secondary teacher education programme, inclusion needs to be visible. In addition, there should be a compulsory component of their course where they would spend two or three days in a context that gave them access to work with children with additional learning needs.

One of the participants believed that the teacher education providers should visit schools to get first-hand knowledge of the profiles of the students with additional educational needs, and to determine how Learning Support departments are providing for their needs. Of concern for the participants was that there was a disconnect between the little knowledge the students possessed about inclusion and the beneficial and appropriate inclusive classroom practices that had been established for the young people in the school.

Policy versus reality (possibilities and constraints in policy)

Some of the greatest concerns expressed by the participants related to their frustrations about having to work within a system that served in some ways to undermine the efforts that they were making. Tensions were considered to be the key differences between a written policy and its successful implementation. For one principal, implementation was the main objective regardless of the economic difficulties and school funding shortages. It raises questions about whether the diminution of state secondary school funding in New Zealand might threaten the realisation of long-term and sustainable inclusive classroom practices. This would necessitate further discussion about social justice in education (Slee, 2013).

Another principal also noted that tensions existed in regard to the Ministry's funding proposals and whether the school could fund the inclusion of students with additional needs. Special Education policies alone could provide a "facade", one participant explained, but the dilemma was about whether a funding policy should be open, honest and transparent. It was felt that there were discriminatory processes in place because special education needs were not decile related, and yet they were being met within a funding policy that was based on decile ratings. It was believed, therefore, that all schools should be able to provide best quality education for all students through an appropriately defined funding strategy. As Terzi (2014) explains, the ideal of educational equality is a fundamental value of social justice and yet the provision of equal entitlement has been "contentious in relation to children with disability and difficulties" (p. 484).

With limited funding, principals in this study had been obliged to fund urgent cases from the school operational grant. Staff also identified a well-rehearsed argument about the anomalies in the funding of students who required full-time support. Funding for behavioural support, for example, was often allocated to students who had behavioural challenges that might be associated with learning needs. It was, therefore, difficult to secure long-term funding. Students who were on the autistic spectrum received behavioural funding instead of ORS (Ongoing Resourcing Scheme) funding. As a consequence, once their behaviour was less challenging, the funding was removed and there was little more available to assist with their learning. This meant that an assumption prevailed that behaviour difficulties were consequential to most learning difficulties. Schools discussed the various school-based initiatives and where there had been funding appeals to local philanthropic groups. Policies did little to allay the funding difficulties and under-resourcing that was all too common. This

has been the subject of recent media reports, in which parents put forward their views about an inclusive education policy where schools were turning children with additional needs away from their schools because of lack of resources and funding (Johnston, 2015c).

Some reservations were expressed about the RTLB service, with suggestions that it was ineffective and out of date with the demands and needs in secondary schools. There was a question raised about its control of funding for students with additional needs relative to that of the schools. This was seen by one participant as a measure of the lack of trust towards the staff at secondary schools. It prompted and expressed concern that, for many parents, the cost of educational psychology assessments they are currently obliged to self-fund in order to 'prove' their child's right to the service put them beyond their financial limits. They believed the process should be less complex rather than barrier-laden.

The support for teacher aides was also viewed as problematic. They were not given long-term contracts so there was no guarantee that they would be retained the following term or year to support learning continuity. Although they needed to be highly skilled in understanding a student's individual needs, they were vulnerable to marginalisation in schools. (Rutherford, 2014). Participants in this study expressed concern that they were financially and professionally ill-served by the education system and often not given the opportunity to use their skills with the students.

One principal summarised the policy/implementation dilemma, stating that, if the policy were one that everyone was serious about – one that New Zealand could be proud to develop and which was genuinely concerned with compassion and understanding – then it could be implemented with ease. The teacher aide could be a crucial contributor to the joy of seeing successful inclusion of a student who has worked hard to overcome a difficulty. However, espousing the policy rhetoric was considered insufficient when resourcing was inadequate and inappropriately allocated. To other researchers (Wah, 2010), three individual schools from three different countries where inclusive education was practised did so by embracing their own strengths. The schools in this study responded in a similar way when they embraced inclusion by highlighting their strengths and what worked for their schools. Nearly 20 years ago, Sebba and Ainscow (1996) explained that inclusion is an ongoing process. They considered that "inclusion is still seen as child-specific and success measured on a case-by-case basis, regardless of the availability of resources or support" (p. 107). Yet in 2015 this

comment does belie the input and processes that have been provided for the NZ secondary school sector.

To these school personnel, the policy-makers needed to take a serious view in regard to the uniqueness of daily operations of secondary schools in the journey towards inclusive educational practices. The policy-makers need to design a policy just for secondary schools, acknowledge underfunding in the sector, re-visit the debate regarding decile funding regimes and reconsider how funding can be more equitably distributed amongst all secondary schools.

Conclusion

The themed comments that emerged from the data presented each school's unique snapshot and provided a first-step view into how secondary schools are building an inclusive environment. The participants indicated a need to articulate and rationalise the shift in their own thinking in order to generate new ways of understanding Special Education. These participants all acknowledged some form of commitment to inclusive values and respect for differences within their schools, and the way learning support leaders and classroom teachers would equip themselves with the skills to do so.

A key finding is that pre-service teachers, at such a critical phase of their teaching career, are entering a profession without the necessary ideas and practices to enable them to understand fully the notion of inclusion and how that translates into inclusive classroom practices. Yet, there does appear to be a greater understanding of how inclusion sits alongside diversity as populations generally reflected greater diversity and hence more social inclusion in the past decade. As pre-service teachers enter the teaching profession there are greater expectations of them to ensure they are equipped to understand inclusion, enact that understanding within their classrooms and have the necessary tools to do so.

The study has also highlighted the lack of compulsory secondary teacher education courses where inclusion as a theoretical topic could be developed as one component of their professional preparation, in combination with opportunities to receive the necessary inclusive classroom practice exposure when on practicum. However, this does not negate the responsibilities of teacher educators to revise their programmes to ensure a theoretical component about inclusion exists, given that ERO has made it compulsory for all schools to have an Inclusion Policy that demonstrates its pathways to implementation. This would be in

line with the expectations of the Education Council requirements for professional competency.

In this study, it appeared that curriculum differentiation remained a concern, in particular, the question of how current teaching staff might be supported in gaining the requisite skills. Various other ideas, too, were articulated in relation to professional development. The tone of these transcripts reflects some confidence that schools have now developed relevant programmes and in-school training as promising strategies that might work best for the uniqueness of their individual schools.

The secondary schools in this study have embraced inclusion through planning, implementation and practices that are discreet to their individual circumstances. Perhaps this is the intention behind the Ministry of Education's minimalistic guidance, the sole support appearing to be an on-line programme that appears to foster in-school discussions with teaching staff and programme leaders (NZCER, 2015e). Additionally, those schools that are better resourced, or who have set up inclusive education policies, may prefer not to be inundated with policy rhetoric, which will allow them to be positive about having a degree of independence that permits staff consultation. However, the reality is that the secondary school principals, learning support leaders and classroom teachers are not hailing inclusion as being successful as yet. They grapple with their own pedagogical commitments, believe that pre-service teachers have not been sufficiently exposed to understanding inclusion within their secondary teacher education programmes and have not received the practical elements needed for inclusive educational practices. These, and the long-standing funding shortages, do little to foster the infrastructure needed to create fully inclusive schools in a seamless manner.

Chapter Seven

Study Three: Documents

Introduction

This chapter presents Study Three: a discussion, juxtaposition and analysis of data from Ministry of Education policy, evaluative reports and initiative statements introduced in earlier parts of the thesis, and documents relating to inclusion produced by the three secondary schools central to the research in Study Two. The arguments developed in this chapter will be further supported by drawing on the interview data from the schools.

The value of the school documents as a data source for this project lay in their authors' representations of the attitudes, values and practices of the school communities in relation to their progress towards, and future aspirations for, the development of an inclusive school culture. Reading them alongside documents produced at national and international levels, and interview data, enabled me to gain some insight into the dynamic and often contested nature of these processes, and some glimpses into the "universe of discourse" (Petersen, 1992, p. 34) within which they were produced.

Reading and interpreting documents for their embedded meanings, the language used, the evidence and explanations they presented for programme development and implementation, and their depictions of national and school-based priorities and goals, were especially valuable for highlighting the contradictions and complexities embedded in the coterminous existence of inclusion and Special Education in a system that articulates aspirations to become 'fully inclusive'. Critical reading of the documents added an important dimension to the arguments being developed in the thesis.

As Bowen (2009, p. 29) puts it, documents can be "a case of text providing context". While national policy documents and reports provided a means of tracking change and development over time, for the purposes of the school-based research, school documents have provided understandings of the immediate contexts within which the research participants were working. Reflections on the part of participants provided insights into the nature and impact of shifting circumstances shaping their experiences and those of the students in the schools. These needed to be taken into account in interpretation.

Documents and discourse

Unlike the interview data discussed in Chapter Six, the documents consulted for this study were produced independently of the research context in which they were being used. They were purposively selected as those that related to or made specific reference to inclusion. As public texts, some of those consulted were widely available in libraries or on websites. However, much of the information contained in the school documents might otherwise have been difficult to access because of its specific relevance for and availability to the individual school community and context for which it was developed.

Documents are often thought to be less prone to bias or subjective intent than, for example, interview data. However, for Atkinson and Coffey (2004), they can usefully be understood as 'social facts'. They are produced by thinking social actors from a particular perspective, for a particular purpose, or to meet a specific agenda, and often with a particular audience in mind (Punch, 2005). They are "produced, shared, and used in socially organised ways" (Denzin & Lincoln, 2011, p. 640), but they can just as readily be resisted or reshaped in practice.

Researcher intervention also impacts. For the purposes of research, documents are not selected by chance, and once in the hands of the analyst, a further layer of framing occurs (Bauer, Bicquelet, & Suerdem, 2014). They are, therefore, a product of subjective influences and cannot tell the whole story or be taken as the blueprint for what actually happened. They are equally open to multiple interpretations. Bias is implicit in these processes, so producer and researcher bias cannot be overlooked. Paradoxically, they can be a means of triangulation to corroborate findings across data sets to reduce the impact of potential bias and engender credibility and confidence in the trustworthiness of the data (Bowen, 2009).

A document should not, then, be taken at face-value but should instead be understood as a social tool used by various societal actors as a means of creating and sustaining a current state of reality (Denscombe, 2007). Thus, when using document analysis, it is important to analyse the data critically, examining the 'embeddedness' of texts (Prior, 2004). Accordingly, analysis of the documents involved a systematic iterative process of initial perusal of content to identify meaningful text that was relevant to the research focus. This was followed by careful examination for recurrences and themes that resonated with, or challenged, the stated intent in national policy document and the findings from the interview data; and interpretation. Focus was constantly on meanings (Merriam, 1998), with consideration being

given to the purpose of the document, its production, its intended audience, and the institutional context for which it was written (Bowen, 2009). Analysis took account of representativeness of the issues raised in relation to those deemed significant to the participants who had taken part in the interviews at the school.

The increasing focus on the importance of language in social life has underpinned what is perhaps a dominant approach to understanding the role of policy in social change through discourse analysis (Taylor, 2004). Discourse is an element of social life that is dialectically interconnected with other elements, and may have constructive and transformative effects on other elements. It has in many ways become a more salient and potent element of social life in the contemporary world. Indeed, more general processes of current social change often seem to be initiated and driven by changes in discourse. As Ball (1990) explains, "the concept of discourse emphasises the social processes that produce meaning" (p. 3). The production of discourse is grounded in a society's socio-historical, political and economic context. It can express and be expressed through ideas, statements, implicit knowledge and ways of seeing, categorising and reacting to the social world in everyday practices.

Language is always constitutive of social identities, social relations and systems of knowledge and belief. Discourse analysis considers how language, both spoken and written, enacts social and cultural perspectives and identities; how institutions, practices and individuals can be understood as being produced through the workings of discourse (Punch, 2005). Where analysis seeks to understand how discourse is implicated in social relations of power and ideology, and the way language works in processes of social change, it is called *critical* discourse analysis (Fairclough, 2010). Taylor (2004) notes the usefulness of taking a critical approach to policy analysis in identifying the multiple and competing discourses that are expressed in the documents; in recognising marginalised and hybrid discourses; and in documenting discursive shifts in the policy implementation processes.

Policy documents can be both products and creators of social discourses and practices. Because of their legitimation as representing official national and/or institutional discourses, policy documents are useful sources for discourse analysis. They provide opportunities for analysing textually mediated discourses to uncover relations of power in social, political and economic contexts. Analysis requires more than a simple reading of the words written in the text and accepting the surface meaning of the text. It requires reading into the language to uncover the purpose and meaning behind the production of the text.

In this study, policy documents, and those that outline guidelines or strategies through which policies can be expressed, along with interview statements, are the data sources through which attempts to understand what have been identified as two separate but over-lapping barriers to the successful implementation of inclusion in New Zealand are interrogated. These are: the long-standing but unresolved contradiction of having Special Education policy within a policy of inclusion and a policy context in which legislative and public mandate and capacity to deliver are in tension.

Special Education policy within a policy of inclusion

In 1909 the language of Special Education first entered New Zealand's official education discourse. "Special Schools: Afflicted and Dependent children" became a new heading in the Minister of Education's Annual Report and "The Special School for Boys" was noted as having been established at Otekaike late in 1908 (AJHR, 1909, E-1, p. 21; p. 23).

> The school has now been established. Its mission is to educate and train boys who, while unable, owing to mental feebleness, to derive due benefit from the ordinary school course, are yet capable of improvement by special education – sufficient in some cases to enable them to earn their living independently. (p. 23)

In the same report, it was noted that: "In accordance with a recent decision, the schools which, under the provisions of the Industrial Schools Act, deal with neglected and delinquent children, are regarded as 'special schools' " (AJHR, 1909, E-1, p. 21; p. 23). The identity of the 'special' was thus pathologised to include the 'afflicted', 'dependent', 'mentally feeble', 'neglected' and 'delinquent', and to rationalise segregation from their peers. Categorisation and committal to some form of differentiated provision became the naturalised response for those young people who, for some reason, did not conform to the idealised notion of the 'normal' school student in New Zealand (Stephenson, 2008). Their 'education' was prescriptive – focused on treatment and correction of their deficiency, in the hope that they would gain sufficient proficiency in some task that would enable them to either become part of the 'normal' New Zealand productive citizenry, or to at least contribute to their ongoing upkeep away from 'normal' society.

As Wills (2014b) explains, the influence of the dual discourses of eugenics and charity, and the associated mingling of fear of the eugenicists and meliorism of the child savers, child shapers, reformers and philanthropists towards the 'less fortunate', positioned some young

people as 'other' in regular educational discourse. This was in line with the conventional wisdom of the day, but created "deep-seated prejudice … in public, professional and political thinking at so many levels" (p. 65).

The shift to inclusion, therefore, demanded a new way of thinking about the student and what education for the student should be or should look like. It sought to understand a student's educational experience and how that would be best organised. Inclusion focused on the student's interaction with an environment that would be adjusted to eliminate barriers to participation, learning and achievement along with class mates. However, it appeared that the change in mind set required to support such a major philosophical and ideological shift did not include a reorientation in the way the student's 'special need' was understood. Indeed, the notion of 'need' itself remained intact, a constant evocation of the charity discourse that rested on disempowering paternalistic sentiment. This was not the clean-slate foundation that was required for acceptance and implementation of a paradigm shift from a diagnostic, prescriptive and exclusionary model to one that conceptualised all students as part of the school population within interactive learning environments. The nature of the contradiction of retaining the language of 'special/education/need' has been expressed in what can best be called a conservative commitment in legislation, policy guidelines, official reports and strategic initiatives, some of which will be highlighted throughout this chapter to demonstrate the implications for the realisation of the policy intent in common acceptance and in practice.

In 1989 when all students in the compulsory sector were given the same rights to enrol at state schools, the option for parents to enrol their child in a special school remained. However, the supposed expression of the neoliberal principle of choice that was inscribed in the shift to the market model in education at the time (Fiske & Ladd, 2000) did not appear to be freely available to some parents, regardless of the choice they made. Their child could be denied access to the regular school on the grounds that the school did not have the appropriate structures in place to support the child's learning (Brown, 2014; McIntyre, 2013). More surprising perhaps, they were not free to choose the special school option for their child. As evidenced in the legislation, the real choice lay with the Ministry of Education's chief executive, who first had to agree with the parent's decision to enrol at a special school, but could then "direct" the parent as to special provision option (New Zealand Government, 1989b, p. 1777). McIntyre (2013, after Mitchell, 1999), calls this a clash of paradigms, where

the nexus of the medical model and the rights discourses converge – in a no-win situation for the most marginalised, it would appear.

Conceptualising the relationship

Inclusion went beyond the mainstream/special education dichotomy (Brown & Thomson, 2005; Slee, 2001) to create a new understanding of education and the values it should embrace for educational purposes as well as for the wider society. It has, however, become a site of tension and optimism and a source of debate in the literature. For some commentators, because inclusion focuses on the implications of exclusion for some children, it underpinned a new concern about all children. This meant that there was no longer any justification for Special Education provision (Ballard, 1990; Skrtic, 1991). For Loreman (2007), it was the unsubstantiated benefits of segregated provision that were at issue: "the argument that segregated forms of education have any real benefits for children (over the alternative, inclusive education) is a position which is now indefensible" (p. 22). Barton's (2004) critical political analysis challenged dominant assumptions about Special Education practices, particularly those grounded in psychological ideas and arguments. Similarly, Higgins et al. (2006) were concerned with the fact that in New Zealand, where there is no coherently articulated policy of inclusion, inclusion becomes conflated with the traditional individual pathologising of Special Education. This undermines the mission of inclusion, they suggest, that "challenges school communities to develop new cultures and new forms of education in which *all* children are 'special'" (Higgins et al., 2006, p. 32, original emphasis). Macartney (2014), however, spurns 'specialise' and the meaning it conveys of the young people within a neoliberal agenda that fails to deliver on its promises, while for Pearce, the focus is on the inclusive teacher. Citing research from Australia, Pearce (2009, pp. 4-5), argues that teachers with an inclusive attitude accept difference as "a normal part of life", and see the young people in the class, not as special, but "just members of the class".

The challenge to inclusion was possibly never as public as it was in Britain, because one of the leading detractors was the parliamentarian responsible for the governmental report on which the enabling legislation had been based. The Report of the Committee of Enquiry into the Education of Handicapped Children and Young People (Warnock, 1978) was the culmination of an extensive review that investigated the educational, medical, social, and employment interests of young people in England, Scotland and Wales who were considered to have 'special educational needs'. Recommendations from the report were written into

legislation that addressed parental rights, the issue of mainstreaming, and the young person's entitlement to 'special educational support' (later to be the basis of statementing). In 2005, Warnock published a pamphlet urging a reassessment of inclusive education, on organisational, social, educational and economic grounds.

Supporters of Special Education have been no less vigorous in their advocacy than those favouring full inclusion. Kauffman and Hallahan (2005) argued on the grounds that Special Education recognises that "no teacher is capable of offering all kinds of instruction in the same place and at the same time and that some students need to be taught things that others don't need" (p. 63). Place is not a guarantee to good education, to these researchers, it is the instruction that matters. For O'Brien (2001), however, it is necessary "to answer, with integrity, the questions about where and how a person learns best" (p. 49). Another line of argument pursued in response to the idea of 'full' inclusion has been promotion of 'responsible inclusion' (Hornby, 2001; Vaughn & Schumm, 1995), which privileges the nature of the educational experience that the students will have in determining the educational placement. This would require a re-conceptualisation of the relationship between Special Education and inclusive education as parallel and overlapping initiatives (Hornby, 2012).

Language, attitudes and meanings

Policy development under the rhetoric of inclusion did not acknowledge, or attempt to confront, the contradiction in maintaining a Special Education sector. This contradiction is reflected in the form of language, typical of the mainstreaming era, used by an experienced teacher who, ideologically and in her practice, is committed to inclusive education.

> I engage with all the different teachers that need to include students with special needs and we work together to find ways of making all of those students fit into our mainstream classes. … The idea is to find a way to integrate them in a way that they can then seamlessly fit in, well not seamlessly but as easily as possible, integrate into the mainstream class. (CT3)

It is reflected also in the legitimation of formal categorisation of students, the organising principle on which Special Education provision has been developed in national systems worldwide. It is also reflected in the way eligibility for some forms of funding are determined. (An overview of key initiatives and resourcing for learners with 'special education needs/disabilities' is included as Appendix O). In addition, participants in Study

Two spoke of the importance for many teachers, especially those at the early stages of their career, of providing a knowledge base of the various "disorders" from which they can understand how to support learning and achievement goals for all of the students in their classroom. LS1 talked of the learning support department organising PD sessions for staff on "anything" …

> where people come to us where they say we need this, then we present it. … So for autistic spectrum we're doing an hour-long session all about what it is, what it means, how you can help in the classroom, what you do, problems that might arise, things that you can do, all that stuff. (LS1)

Faced with the ideological and structural constraints experienced by schools, teachers and families in accessing support to meet the aspirations of an inclusive school and inclusive classrooms, it is perhaps not surprising that the particular forms of psychological reductionism on which the individualistic, 'within-the child' conceptions of student 'need' rested are legitimated.

The implications of the language of Special Education are also sometimes overlooked in the academic literature. Interestingly, even writers taking a critical approach to examining education policy can unquestioningly slip into the language of 'the special' in what Slee (2001, p. 167) terms "linguistic diversity". This, it could be argued, detracts from the bite of the supposedly emancipatory research tool and its ability to undermine the legitimation of dominant discourses that shape the policy agendas. Thus, Liasidou's (2008) contention that critical discourse analysis "facilitat[es] the linguistic and, by implication, conceptual reinstatement of inclusion as a notion that unequivocally advocates the protection of the human rights of children with special educational needs (SEN)" (p. 483) itself serves to undermine its purpose.

Policy rhetoric claims inclusion as a driving force in the development of initiatives (Ministry of Education, 2015d). The reality is that policy continues to express and depend on the divisive and judgmental use of categories in its operation of the Special Education sector and in policy discourse. As concluded by Göransson, Nilholm and Karlsson (2011) of the Swedish context, the national policy is not always as inclusive as it is proclaimed to be. In New Zealand, one of the most problematic ways in which this is expressed is in the importance of categories for schools and families in attempting to obtain support for the young people. As noted by Thomson (cited Stephenson & Thomson, 2014, p. 41), there is a

major tension between "always trying to get resources for the kids" and having to get "back into the old IQ testing and stuff" to do so. It is a similar tension, she explains, for those committed to inclusion but working within named Special Education departments in tertiary institutions. There is a fear that advocacy will be lost when Special Education is dissipated throughout programmes "as a very minor part of diversity" (p. 42).

In the evidence-based, data-driven performance culture of neoliberalism, 'national priorities' have also become a major force in the creation of an inclusive environment that meets the 'needs' of every student. International organisations are also pushing the wider application of human capital. For UNESCO (2010) inclusive education has also become an answer to the maximisation of the human capital that will be required to help meet the needs of developing countries. International comparisons of performance put additional strains on schools. Challenging the social base of dominant definitions of 'success', 'failure' and 'ability' in schools is thus faced with yet another dimension of struggle that has implications for some of the more vulnerable of the students.

One of the goals for S2 in defining the school's contribution to national priorities, for example, is to "identify students experiencing difficulties or with special learning needs and provide the support necessary to improve their level of achievement". To address this identified goal, a focus for the year's plan is "to have diagnostic data more readily available for teachers and to have them use it more". Diagnostic data and building knowledge about the student to be accessed on their arrival in the school and through successive years was identified by all of the schools as a means of meeting the school's commitment to inclusion. However, there is a tension for educators endeavouring to provide an inclusive education experience for their students whilst also being pressured to meet performance outcomes that are tied to normalised expectations, but are adapted in certain ways for some students.

> Your way of measuring success can be different if your focus is on inclusiveness or your focus is on level two achievement standards because you can achieve one, particularly to get them through the standards in a very non-inclusive education system. Inclusiveness to me seems to be more about students' experiences at school rather than the results that they get in their academic subjects. They are not mutually exclusive at all but your way of measuring them is quite different. (P3)

More problematic is the danger of allowing curriculum or assessment adaptations to result in unnecessary simplification, thus "depriving students of the opportunity to achieve the same learning outcomes as their peers" (Shaddock, Giorcelli, & Smith, 2007, p. 11). Practices such as this are deeply embedded in traditionally limiting assumptions of fixed ability, the (in)educability of students classified as having 'special educational needs', and the provision of resources on the basis of labelled conditions. It is the resilience of such attitudes that prompts critiques of education policy in New Zealand – and elsewhere – for being out of step with the explicit rights-based approach that underpins the principles of inclusion and social justice on which foundational international agreements rest. As Rutherford (2014) explains: "The belief that everyone can learn has implications for students' unconditional rights to a decent inclusive education in which special education assumptions and practices have no place" (p. 249).

One of the most pervasive findings in the literature is that positive teacher and pre-service teacher beliefs about and attitudes towards inclusion are critical in ensuring the implementation and success of inclusive practices (Loreman, et al., 2007). This was endorsed by P3.

> First up in your big list up there you've got knowledge, skills and attitudes and attributes and I think it's the attitudes and attributes are the bit that's hardest to teach, that's difficult. I think the people who are willing can learn new knowledge and certainly they do. They could certainly learn new skills but it's their attitudes and attributes are the harder pieces to change, because people sometimes almost seem to be hard wired. (P3)

Given the nature of our educational past, changing attitudes is often more easily said than achieved. Even though almost three decades have passed since the Tomorrow's Schools reforms, for many educators, inclusion remains ideologically unfamiliar, a sometimes uncomfortable territory, and one that requires unsettling beliefs (Diem & Helfenbein, 2008) before a significant shift in mind set is possible. Uncertainty of what is meant by inclusion or inclusive education is not helpful and a notion of inclusion that unproblematically accepts a Special Education section in its organisation is not the only stumbling block to clarity. This is not helped when, as demonstrated throughout this thesis, the Ministry of Education itself has seemed unable to articulate a consistent message, definition or conceptualisation of the terms over time.

Although inclusive education was "founded in the Education Act 1989" (Ministry of Education, 2016), it was referenced specifically to "people who have special education needs" and their rights to enrol and be educated at a state school. In the first decade, according to McMaster (2014) there were times when the word inclusion "all but disappeared from Ministry discourse" (p. 109). This is somewhat surprising, given the fact that it was within this time that SE2000, the 'policy' that was supposed to bring about the realisation of the "world class inclusive educational system" over the following decade, was introduced (Ministry of Education, 1996, p. 5). Perhaps this might best be explained in the real nature of this 'policy', which in essence was nothing more than a funding framework, the pragmatics of which would not have sat so comfortably with its purported vision. If it were to work well, it needed to be explicitly embedded in a philosophy of inclusion. However, in a subsequent document for parents, whānau and caregivers, framed within the rhetoric of collaboration and cooperation (Getting it right together), neither inclusion nor inclusive education featured (Ministry of Education, 1998).

Within a short time, and reflecting the global reach of Britain's Index for Inclusion (Booth & Ainscow, 2000), it was inclusion (rather than inclusive education) that was defined to encapsulate a much broader application, one in which meaning was central and values were specific. Inclusion was about valuing all students and staff:

> It involves supporting all children and young people to participate in the cultures, curricula and communities of their local school. Barriers to learning and participation for all children, irrespective of their ethnicity, culture, disability or any other factor, are actively reduced, so that children feel a sense of belonging and community in their educational context. (Ministry of Education, 2008b)

As Mitchell (2010) noted, with inclusive education, the focus was no longer limited to students with special education needs, but extended to all students who may be disadvantaged.

> Inclusive education affects not just the conceptualisation of special educational needs and the nature of education provided for SWSEN [students with special education needs], but it calls into question the broader aims of education, the purposes of schools, the nature of the curriculum, approaches to assessment, and schools' accommodation to diversity. (Mitchell, 2010, p. 121)

Currently, it appears that the Ministry itself is uncertain about what it means by inclusive education because on two separate websites the statement cited below is provided as an educational philosophy "defining inclusive education" (Ministry of Education, 2016) and as addressing the question "what is an inclusive school?" (Te Kete Ipurangi, 2016a).

> At fully inclusive schools, all students are welcome and are able to take part in all aspects of school life. Diversity is respected and upheld. Inclusive schools believe all students are confident, connected, actively involved, lifelong learners and work towards this within the New Zealand Curriculum. Students' identities, languages, abilities, and talents are recognised and affirmed and their learning needs are addressed.

Policy developments and tensions

It has been argued that changes in Special Education were discursively constructed as making possible more local decision-making about resource allocation and construction of appropriate support structures for all students. At the same time, as part of wider policy shifts, they encompassed the separation of policy from implementation, more regulation, a reduction of state monopoly and associated shifting of responsibility to local control. A reduction of state monopoly does not, however, signal a reduction of state control. This has had significant implications for schools in meeting the stated objectives of inclusion and inclusive practices and in endeavouring to develop a universal understanding of inclusive education and its implementation.

Neoliberal principles are firmly established in the New Zealand education sector with some students and parents continuing to choose education in special schools, but with most expecting they have a right to choose their local school as their preferred option within the education 'market'. The resilience of the view that some children are 'ineducable' and, therefore, constitute a major problem for schools, can result in their not being accepted into schools when they apply for enrolment. Such exclusion can go unchallenged, according to P1. In a discourse that turns on whether or not schools can 'cope with' the students who have high additional needs, the focus again turns on the student as creating the problem (Miles & Singal, 2010). P1 recognises this dilemma well.

> Well some high decile schools just simply say we'll discourage these kids because they cost us too much money. Okay, but then the Ministry won't do anything about

that. So you've got people like me who are saying can we really afford to be a magnet for special needs kids because we're getting no resources? We get no money and yet we're being judged on how well we provide for those students but we're also being judged on for all the other educational outcomes which we could perhaps do better on if we had the resources. (P1)

The pathway to inclusion has not been a smooth one.

As noted earlier in this thesis, 2010 was a watershed year in the country's developments towards achieving success as an educationally inclusive nation. It was also a year in which inclusive education was being discursively linked to national and global prosperity – hailed as a potential solution to a global economic crisis. The Education For All (EFA) global monitoring report of 2010 was an urgent call to "reach the marginalised", in a time of global financial crisis – "a time of great uncertainty" (UNESCO, 2010, p. i). In this document, inclusive education was posited as the means through which "sustainable systems which promote inclusion and put an end to all forms of marginalization" could be established.

> Only inclusive education systems have the potential to harness the skills needed to build the knowledge societies of the twenty-first century. The international community has a determining role in supporting countries' efforts to protect and expand their education systems. We must not abandon them at this critical juncture. Promises to help poor countries out of the crisis must now translate into the financial resources that many governments so urgently need. (UNESCO, 2010, p. i)

Once again, education was simultaneously a source of, and a solution to, economic and social problems and development. This was no less true of education's role in planning for, and measuring, the development of an inclusive New Zealand. The two major reviews conducted in New Zealand that year have been notable for two major follow-up initiatives: the Success For All project with its intention to promote inclusion in 100% of New Zealand schools by 2014 (Ministry of Education, 2010b), and the school self-review process, using the IPT to measure the school's progress as an inclusive school (NZCER, 2015d). Current school documents reflect the outcomes of these two reviews and the ways in which inclusion and inclusive education have been planned for within the schools.

Under Section 61 of the Education Act 1989, the newly formed Boards of Trustees were charged with the responsibility of developing a written school charter that encapsulated "the

aims, purposes and objectives" (New Zealand Government, 1989b, p. 1809) of the board to be in line with the national education guidelines. While the intention was, in rhetoric, one means of devolving administrative responsibility to the local school, originally charters attracted sustained critique for the prescriptive guidelines on which they were to be developed. The school charters examined for this study, although not without constraint, were more flexible, directed towards progress and achievement, and incorporated annual and strategic goals. While charged with giving effect to the NEGS and NAGS, they also expressed priorities identified by school boards of trustees, with the principal at the helm, as strategic leaders in educational governance.

The learning support department's contribution to S1's annual report is comprehensive and detailed. It reported on seven specific goals from the previous year, detailing the strategies employed, the success criteria, the timeframe for review, the person responsible, and the outcomes of the review process. Five goals for the current year, under a theme 'teaching as inquiry', were also examined. Changes made as a result of the review are identified and evaluated. Finally six forward-looking goals were outlined. In this report it was possible to see how staff planned specifically for ways in which the work within the department could complement a less-than-adequate funding system. This was a major strategy in this school that accepted a large number of students with additional needs who were unsuccessful in securing enrolment in other schools.

For S2, explicit in its mission statement is "a policy of self review" as part of the school's vision. This is seen to be especially valuable in relation to the school's curriculum direction and development. "Students are at the centre of decision making about curriculum matters", which is in line with the vision and values of the New Zealand Curriculum. In this, "staff are expected to meet the needs of individual students as far is as is possible". The school had further developed a system of online questionnaires for students already in place, "to increase their opportunities to express their views about school life". The Board of Trustees' recognition of equity as an underpinning objective in all school activities was acknowledged and its responsibilities for ensuring equality of opportunity for all students confirmed. NEG 2 (removing barriers to achievement) and NEG 7 (providing support for learning for students with 'special needs') were identified as central to the school's commitment to its students.

"Student achievement" as a drawcard for prospective future students and "a strong sense of community" are the two driving forces behind the work done in S3, according to its annual

plan. These will be supported by the building of positive attitudes and engagement within an environment and culture that provides multiple pathways for learners. Creating possibilities for staff and student agency in their own learning and development are important strategic goals for the school. In schools 2 and 3 there is less focus on the learning support department, possibly because both of these schools are situated close to special schools, where interaction between the two are encouraged and supported.

Measuring inclusion

As McMaster (2014) notes, Special Education 2000, framed as it was by the early international debates and agreements, reflected the discourse of the time. The Salamanca Statement and Framework for Action had affirmed the centrality of "regular schools with inclusive education" in confronting discriminatory attitudes throughout the wider society and "achieving education for all" (UNESCO, 1994, p. ix). The project of inclusion had developed from its early focus on 'special needs' to look towards a societal outcome for social justice. With the influence of the strong values-based Index of Inclusion (Booth & Ainscow, 2000; 2011), there were possibilities for recognition of the rights to inclusion for all members of the school community, and the ideological means of eliminating barriers to full and meaningful participation (Ballard, 2004). How these factors would play out in schools, and the implications for curriculum, pedagogy, and the overarching philosophy of education were unknown. For those who had known marginalisation and limited opportunities to benefit from what education and schooling could offer, it was a time to look forward. If the values identified by Booth and Ainscow's (2000) Index of Inclusion – equality, rights, participation, community, respect for diversity, sustainability, non-violence, trust, compassion, honesty, courage, joy, love, hope/optimism, and beauty – were to be inscribed as the basis of the educational experience for all New Zealanders, there was reason for optimism.

However, as noted earlier in the thesis, there have been reservations about New Zealand's attempts to measure the performance of schools in implementing the policy objectives. Both the ERO-conducted review, Including Students with High Needs (2010), and the self-auditing Inclusive Practices Tool (IPT) developed by the Ministry of Education and managed by the NZCER have raised concerns about the reductionist nature of these auditing processes (McMaster 2013; 2014). Of particular concern for McMaster is the pragmatic privileging of inclusive practice – on a readily quantifiable scale – as the dimension along which to measure a school's performance, rather than selecting the much more complex 'values' that

encompass the multiple dimensions along which a school could create a socially just inclusive community. Given the added intention that the auditing process will inform subsequent planning in schools, McMaster (2013) questions the implications of measuring a school's commitment to, and expression of, inclusion against such a narrowly conceived analysis of practice, which he suggests, threatens to limit "the aspirations of the project of inclusion" (p. 220). McMaster (2014) asks compelling questions that highlight the extent of what has been lost in the process.

> While asking participants to explore their definitions of these words, the authors of the *Index* also ask what a school or classroom would look like if one of those dimensions was missing? What would a school without respect look like? What would a classroom without joy look like? Can there be education without hope? ERO did not pose these questions in the questionnaires. But, of course, respect, joy, and hope are rather difficult to measure. (p. 115)

Limiting the definition of inclusion in this way, McMasters convincingly argues, will limit the opportunity to build and maintain the deep foundations to support "sustainable systems which promote inclusion and put an end to all forms of marginalization" (UNESCO, 2010, p. i) would of social justice. It is, however, strongly suggestive of the discursive construction of inclusion in the neoliberal policy context (Hardy & Woodcock, 2015).

The timeframe for completion of the thesis project did not allow for analysis of the IPT self-reviews if they had been completed in the three schools, and outcomes could only be speculative. Even though the IPT does not focus on values, there is evidence that school leaders are committed to their task in creating and leading an inclusive school culture. At S2, for example, the mission statement anticipates that students in their everyday conduct [will] reflect values that are integral to respectful and caring school communities. This is reinforced throughout the school environment by the use of large posters identifying core values as "distinctly political, 'in your face'" (Corbett & Slee, 2000, p. 136) visual reminders. In S3, values are implicit in online messages to the public via the general school rules. Some of the key values underpinning inclusion are clearly articulated in the principal's welcoming message. In S1, international and national competitiveness is clearly a strong focus of the school. However, the commitment the principal has demonstrated to the creation of an inclusive school culture that will support the presence, participation and learning of all students is perhaps best represented in the stated core value of care and respect. The school

communities appear to be increasingly involved in providing empowering conceptions of opportunities for confronting barriers in policy development, practice and everyday interactions.

Success For All

One of the 'planned actions' documents that was produced to support the goal of all schools demonstrating inclusive practices by 2014 contained ideas that secondary school leaders could use in discussions with staff about the task ahead and in structuring planning for success (Ministry of Education, 2014d). It was clearly also to be used in supporting the school in its self-review process. As the title of the document suggests, the focus was on the development of inclusive practices in secondary schools that could be demonstrated and measured by the IPT. The commentary included with the IPT chart identifies and explains four dimensions (Ministry of Education, 2014d), through which the secondary school leaders can invoke discussion around how their school was attempting to fulfil their expectations of the 13 sub-concepts encapsulated within the IPT. These were: building an inclusive school culture, developing processes and systems, assessing diverse learners and enhancing partnerships. Accordingly, the concepts on which the IPT had been developed also provide a frame of reference for the definition of inclusive education contained in this document, where "all students are present, participating, engaged and learning", as "influenced by the school leadership, the school policies and practices and the school culture". This was intended to support students in achieving their potential. They "will feel they 'belong' at their school doing what their peers do" (Ministry of Education, 2014d, p. 3). In line with the emphasis on school-based autonomy and self-review, schools are asked to define the roles and responsibilities of staff in implementing the plan, to ensure adequate resources are allocated to meet the goals, and to identify an appropriate timeframe for successful implementation.

Another initiative is Te Kete Ipurangi (TKI), or the online knowledge basket. This is a bilingual online learning centre for students, teachers and principals. Its main functions are to provide access to information that supports the development of quality teaching and learning resources, information on educational issues and developments, and opportunities for communication with colleagues on areas of mutual interest or support (Te Kete Ipurangi, 2016a). The portal "provides New Zealand schools and students with a wealth of information, resources, and curriculum materials to enhance teaching and learning, raise student

achievement, and advance professional development for teaching staff and school managers" (Te Kete Ipurangi, 2016b). It also facilitates links to Ministry of Education documents relevant to a searcher's inquiry.

Potential forms of support are not limited to New Zealand initiatives. The portal also facilitates links to resources borrowed from international contexts that might prove fruitful for teachers to optimise teaching processes and practices and student learning within inclusive classrooms. One such example is "a research-based framework that helps teachers plan learning to meet the diverse and variable needs of all students" (Te Kete Ipurangi, 2016c). It creates learning material that can be accessed and used in different ways by providing a range of learning support and options for students and it encourages students to present their views on the UDL online conversations. Finally, it demonstrates how support, participating, engagement and sustained motivation connect into these views.

Part of the function of Te Kete Ipurangi is to provide inclusive guides for schools and teachers to support the development of flexible learning environments for all learners. A section devoted to differentiated instruction, for example, recognises that teaching methods, learning materials and assessment processes can all create barriers to learning. The site provides information and examples, suggesting strategies for differentiating or adapting the curriculum for Years 1-6 and 7-13. This usefully recognises some major issues experienced at the secondary school level. The online resources provide information about, and practical examples of adaptation in practice. Video clips of teachers in classrooms demonstrating inclusive practices, or discussing strategies they have found helpful, therefore, sit alongside identification of areas in which adaptation might be relevant, and suggestions for planning.

Conclusion

This chapter has been both retrospective and prospective. It has drawn on discussions presented in the early contextual chapters of the thesis to locate developments in the history of Special Education and inclusion in periods of tension and controversy as well as periods of optimism. Account has been taken of the resilience of contentious issues as they have emerged in varying forms in different historical, social, political, and ideological contexts. The mutual influence of such wider contextual factors for developments in educational theory, policy and practice has also been recognised.

The chapter has demonstrated that Special Education in New Zealand was shaped by the rationalisation of capitalism and the creation of productive citizens; the rise of experts and associated forms of specialised knowledge; the values and principles that structured competing scientific, medical, educational and political discourses used by policy makers to legitimate, reinforce or sometimes question the prejudices implicit in the classifications on which the Special Education initiatives rested. All of these contributed to the ways in which political issues became technical ones, successfully averting attention from wider structural conflict.

The complexities of inclusive education in New Zealand and its framing in law, international treaties and conventions, and a series of inwardly focused reviews and evaluations as instigated by the government have been discussed. The delivery response, through three schools, has provided a range of points of scrutiny. Discussion of the school processes and practices, through school documents and participant voice in Studies Two and Three, demonstrates that the establishment and maintenance of a social world in which *all* people experience the realities of inclusive values and relationships can be supported and shaped by school-level processes and action. Whereas historically, Special Education has reflected a range of responses in both official and 'common sense' discourses, today's school communities themselves can be increasingly involved in providing alternative, empowering conceptions in contrast to those that have supported and legitimated disabling barriers in both policy development, practice and everyday interactions.

Chapter Eight

Conclusion

This thesis has examined inclusion and inclusive educational practices, within three large urban secondary schools and one pre-service secondary teacher education programme in New Zealand. It builds on international studies where global attention has centred on the importance of developing inclusive educational practices across the secondary sector. Secondary schools are charged with developing curriculum, assessment and pedagogical structures within an empowering school culture that fosters inclusion and supports success for all students. The intention is that the schools will reflect and endorse societal aspirations and expectations.

Central to this investigation has been the intention to gain insights into the extent to which pre-service teachers are equipped to understand inclusive education policies and implement them in New Zealand secondary schools once they commence teaching. This required understandings of how inclusion was conceptualised by pre-service secondary school teachers and how those views were impacted by the pre-service teacher education experience. The views of principals, learning support leaders and classroom teachers were also sought with regard to how, in carrying out their specific responsibilities for supporting inclusion, they were able to respond to their students' educational needs within the dual Special Education/inclusion context. To support this inquiry, some contextual factors have been established through an historical and contemporary analysis of the scope, nature and role of Special Education policy in New Zealand, and its relationship to inclusion.

The research questions have been explored through three studies that reflected the need to co-ordinate the views of pre-service teachers, the voices of school educators and information gleaned from analysis of national and school policy and other official documents. Attention was given to understanding the extent to which the beliefs and attitudes of the pre-service teachers translated into their responses to students on school practicum visits and whether their views changed throughout their education programme. Of particular interest were attitudes towards and beliefs about inclusion, their opportunities to extend their understandings about Special Education in relation to students with additional needs, and the degree to which their views on inclusion and inclusive pedagogical practices developed. Feedback from the CIQ, supplemented by additional comments, gave rich data that could be

usefully read alongside statements made by the secondary school educators. These expressed the extent to which the pre-service teachers experienced positive and negative events in regard to implementing inclusion on a daily basis within a policy framework that had been strongly influenced by borrowing from the British Index of Inclusion (Booth & Ainscow, 2011) in defining the priorities for inclusion in New Zealand. A major feature in these three studies related to their usefulness in cross-analysing commonly occurring threads of information. This was important since secondary schools employ graduating pre-service teachers and expect them to understand the realities of inclusion, how they translate into inclusive educational practices, and how they are understood within Ministry of Education policies.

The introduction of inclusion as the new policy direction initiated three decades of frequent policy and practice revisions between the late 1980s and 2015 where New Zealanders grappled with understanding the idea, how it would be practised within schools, how pre-service teachers were to access an appropriate education to support their professional roles within this modern learning approach, and how inclusion would be resourced. There was little realisation, then, amongst the majority of educationalists, that critical engagement with the history of exclusionary practices and the discursive underpinnings of the structuring of education for more than 100 years would help explain why individually-focused deficit understandings of the past were hard to change. Insights from such studies today have indicated possibilities for enabling a successful transformation of understanding and attitude in a new way forward. This thesis has presented insights into how these contradictions and tensions have played out theoretically and in practice.

Conclusions from findings in this thesis and attempts to tease out the subsequent implications are now discussed. These findings focus on policy dilemmas in a time of change, tensions experienced by pre-service teachers in their preparation as inclusive educators, and the role of secondary schools as agents of change. Key factors emerged as being of significance in helping to address the research questions posed at the beginning of the project and which therefore warranted further focus and commentary.

Forging inclusion and policy

Findings from this study highlighted the exceptional work that the secondary schools, as relatively independent crown agencies, were doing in their efforts to implement inclusion, both philosophically and in practice. Secondary schools are at the forefront of maintaining an

internal focus on inclusion and inclusive classroom practices despite the funding and ideological constraints that have to be confronted. The leaders of the three schools had all developed a proactive approach to implementing inclusion, and were intent on providing opportunities for their staff members to build the knowledge, skills and attitudes to become committed inclusive educators within an inclusive school culture. Nonetheless, as part of a national system of education, secondary schools are complex institutions and have to meet both national and community imperatives and expectations. School populations are many and varied. Staff and students have their own idiosyncratic perspectives and preferences, so the efforts of schools to bring about a major paradigm shift have not been without challenges. Interestingly, the challenges in the schools, that were highlighted during this research project, did not allow complacency, and were probably central to the impetus to move forward.

Secondary education is ideally positioned to be a major site of social and educational inclusion and New Zealand secondary school educators have proceeded to implement the IPT. However, its grounding in inclusive values is vulnerable to capture by the neoliberal obsession with definitive measurement (McMaster, 2014). Maintaining the focus of future developments on fairness, equity and rights-based discourses is necessary as a strong foundation on which the aspiration for social and educational inclusion can become a reality. However, the schools have complex and intersecting demands placed upon them in implementing inclusive practices. The main focus for the future is to ensure that each student's individual interests, self-esteem, confidence and security remain paramount. The promise that schools hold cannot be compromised by a funding system that supports most (but not all) students. This calls for a more realistic national commitment.

Inclusion and Special Education

More recent shifts from historical and exclusionary provision and practice to a culture of inclusion for students with additional needs are premised on the idea of full and meaningful inclusion, participation and learning opportunities for all students in classrooms in which the values and principles on which inclusion depends are naturalised. As a relatively new approach to education, with roots in social justice, policies and school procedures that implement those policies work well then they are closely aligned. Yet, the pre-service teachers in Study One indicated they held minimal understanding of the policy and the secondary school educators in Study Two noted the existing tensions that prevented the 'ideal' of inclusion becoming a reality. They appeared to have embraced the principle of

inclusion, although they held some reservations around funding allocations, being able to access useful professional development, particularly in relation to building their competency in curriculum differentiation and assessment adaptation, and about how well pre-service teachers are equipped to teach within inclusive classrooms. They identified the importance of school leaders embedding inclusive values and principles in the school culture, systems and processes and across relationships with parents, whānau and communities.

The policy rhetoric of inclusion uncritically accepts a Special Education section in its organisation. If inclusion is a political issue that requires breaking down the social, economic and cultural barriers that maintain and widen the gap between the marginalised and those in positions of authority and power, then it assumes the rights of all students to access schools alongside their peers. Educators in Study Two held positive and firm beliefs about their students' rights and considered they were well equipped to provide the necessary input towards implementing inclusive classroom practices. Contrary to this context, however, is the persistent presence and use of the term Special Education that arises from separatist logic of some pre-service teachers and educators. Separating some students from others in this way can create barriers to securing "broader educational and social changes" (Barton & Armstrong, 2007, p. 152).

There are contradictions, though. The overuse of the word 'diversity' as a synonym for inclusion, especially the tendency for it to 'capture' the foundational courses in teacher education programmes, is misleading. It belies the use of the term Special Education and makes invisible precisely those students who have additional learning needs. Conversely, for those who are keen to avoid the discriminatory aspect of the medical model, the term 'special education needs' has, in the interim, allowed attention to be drawn from a student's disability since students who have additional needs are not a homogeneous group. A problematic outcome could be that these students are rendered 'invisible' within 'diversity'. This negates the purpose behind supporting students with additional needs.

The various sides of the argument have been presented in this thesis. Whether inclusion is seen in an uncomplicated way as part of the social context of schooling (Loreman, 2007, Higgins et al., 2006; Skrtic et al., 1996), or whether it is simply not possible to meet the best interests of all students (Hornby, 2012) continues to be debated. In addition, the medical model of delivering Special Education continues to have some implications in the current inclusive education context. The problems with classifying and labelling students is

commonly accepted, and yet so are the expectations that access to some forms of support rely on those very practices. Tensions exist between categorising students in particular ways and the potential consequences of not identifying factors that could become barriers to success for a student in later years. The fallibility of the system is demonstrated in the fact that despite nearly three decades of formalised intention to develop an inclusive education system, some students have 'slipped through the cracks' throughout their primary years of formalised education.

From the evidence provided in this thesis, inclusion is a favourable societal expectation. Yet, this appeared less evident in the secondary teacher education programme, where, at this point, the IPT is available only for experienced secondary school teachers. One vital and future begging question is: how are pre-service teachers going to have knowledge of inclusion and inclusive educational practices?

Inclusion – the links between teacher education and secondary schools

Pre-service teachers recognised the importance of their secondary teacher education programmes and regarded the one year duration as invaluable in gaining pedagogical theory and practice. Noticeable too, were the shifts in attitudes and beliefs from those who expressed some commitment to inclusion, others who were strongly supportive of inclusion only towards the end of their programme, and others who modified their original positive views. In this thesis, a sense of disappointment was expressed by some pre-service teachers in regard to their expectations that their secondary teacher education programme would provide information about inclusion and inclusive educational practices when, effectively, most of their knowledge and information was gained from their school visits. The responsibility for gaining an understanding of Special Education knowledge to assist students with additional needs in the classroom was largely left to the pre-service teachers themselves. This in itself was determined by a prior commitment to the ideal of all students learning together and to the belief that a similar attitude needed to be reflected in a wider social commitment to inclusion.

However, the pre-service teachers' enthusiasm was less evident towards the end of their education programme as there was little direction from their education providers about how they might obtain both theoretical understandings about inclusion and how they could develop effective inclusive classroom practices in preparation for, and during, their school visits. It appears that it is time to engage again in debates about the various approaches to pre-service teacher education, such as single courses and content infused approaches (Sharma, et

al., 2006), or single courses with a focused practicum, or situated learning, component (Bentley-Williams & Morgan, 2013; Woodcock et al., 2012) that usefully provide critiques in regard to these.

Supporting teachers to strengthen their skills in differentiating the curriculum and assessment adaptation to meet the needs and interests of all learners has been identified in a number of studies as one way forward to help secondary schools embrace inclusion (McMenamin, et al., 2004). The idea of curriculum differentiation was not featured in planning this thesis but subsequently emerged as an issue for some pre-service teachers in Study One, and a focus for teachers in schools in Study Two. If teachers entering their first appointment are to have a degree of competence and confidence in differentiating the curriculum to meet the learning needs and preferences of their students, and adapting assessments to support their success, there needs to be commitment from teacher education programmes to provide the required learning. The secondary schools that took part in this study were proactive in providing various opportunities for their staff to gain this knowledge and relevant skills. There is much to learn from excellent models that can be shared, and many opportunities that will be lost if pre-service teachers are not sufficiently prepared to enable them to move with confidence into applying their learning in the practicum experience. This study has found that curriculum and assessment adaptation are a vital component of a teacher's repertoire of inclusive education practices in secondary schools (Bourke & Mentis, 2014; Davies & Elliott, 2012).

International research has raised questions about the effectiveness of the one-year post degree pre-service teacher education programme in preparing teachers for social and educational inclusion (e.g., Specht, et al., 2015). Conversely, a sustained Inclusive Practice Project in Aberdeen has demonstrated how incorporating such learning as a core element in a programme has had a convincingly positive impact on attitudes towards inclusion and on preparation as an inclusive educator (Florian & Rouse, 2009; Rouse, 2008). This raises questions about whether there is a need to conduct comparative studies that explore the relationship between programmes that contain varied amounts of knowledge about inclusion and inclusive classroom practices and pre-service teachers' attitudes toward inclusion. There is evidence that the Ministry of Education is aware of the fact that teachers need support in this area. One recent priority is noted in the Special Education update (Ministry of Education, 2015b) that comprises initial training on inclusion and information about how that it might be possible for teachers to support all students in their classroom practice. The issue is to "create educator capability through an initial teacher training on inclusion and identification".

Similarly guidance for educators in understanding specific needs, and in developing strategies to support their development as inclusive teachers, have become an increasing component on the Ministry of Education webpage, including that of Te Kete Ipurangi. Findings from Studies One and Two suggest a need for urgent action that includes, but goes beyond, providing practical advice and information, to ensure that teachers themselves understand the reason for such urgency.

Funding

Funding allocations affect all students and, in particular, those who have additional needs. Changes, cuts, funding diversifications and increases tend to destabilise secondary school infrastructures, secondary teacher education programmes and policy revisions. The realities of having so many funding tiers appear to be based on a rationale that targeted funding is available for short and long term applications and can be varied annually in the Government's annual budget allocations, thus ascribing to a model of economic imperatives. Principals and classroom teachers in Study Two, in particular, indicated that little progress can occur unless funding for professional development programmes and unplanned enrolments from out of zone students who have additional learning needs is provided.

Lack of certainty about receiving consistent funding has always been a source of frustration for secondary schools, and one where a division of funding mechanisms have made it difficult to provide a seamless and integrated system, as was demonstrated in the review of the Severe Behaviour Initiative (Bourke, et al., 1999, 2000, 2002). It has often been capped (Wills, 2009), has been subjected to further cuts (Ministry of Education, 2011) and has remained static after the global recession fall outs. As some commentators have argued, a separate fund for learning support departments, as a right, rather than being discretionally distributed, is required (Hornby, 2012).

Secondary school principals seriously recognise their responsibilities, within the notion of self-management, to ensure appropriate provision for all their students. However, the current structures appear less able to allow this to occur, with the state absolving itself from that responsibility, based on the notion of devolved management. Under such circumstances, the rhetoric of inclusive education appears only to be matched with the uneven realities of limited resourcing – and a negative impact for all educators involved in inclusion. Secondary schools struggle to do their work effectively, especially not having a guarantee that all staff will feel confident about applying inclusive classroom practices. As one of the participants in Study

Two explained, with greater certainty that all students' needs would be able to be recognised at the school level, a more systematic and all-encompassing focus on structural change could be incorporated into the school's planning. Putting forward this argument for a change to funding mechanisms, since money is the catalyst for a secure framework upon which inclusion can be implemented, is sensible and forms the basis upon which inclusion can become a win-win situation for educators, families and policy makers in New Zealand. Schools need funding, rather than secondary teacher goodwill, for future professional development around inclusion.

A tension appears to exist between policymakers and secondary school management teams with regard to changes in funding levels. The introduction of the IPT provides a mechanism through which self-management of inclusion and inclusive classroom practices are possible. Yet, the principals and learning support leaders were undoubtedly critical that funding mechanisms were not keeping pace with the professional development requirements that secondary schools are charged with during the associated planning, presentations and implementations of learning outcomes in relation to inclusion and inclusive educational practices. There is an ongoing need for the secondary school teachers to gain and/or retain positivity towards inclusion and to become equipped to teach within inclusive classrooms. The secondary schools in Study Two proffered the view that schools need to find creative ways of meeting the funding differential that accrues when, within their inclusive culture, they are welcoming to all students.

Limitations and future research directions

Findings from this study have provided a broad outline of the nature of inclusion, the beliefs that pre-service teachers held about inclusion, and their expertise on inclusive education practices. The research also sought the perspectives of secondary school principals, learning support leaders and classroom teachers about inclusion in practice, and how they make connections between education policies, inclusion and school pedagogy. Bringing these sites together responds to a concern expressed in a recently published study (Alexiadou & Essex, 2016). In order to have inclusion successfully implemented in schools, the authors argued, it cannot be ignored that, between policy and implementation, there is another level at which constraints on the development of inclusive practitioners occur. While they believed that there were many opportunities for secondary teacher education programmes to give teachers

agency, having to work against a policy that continues to promote inclusion based on deficit ideas, such as using the term Special Education creates ideological barriers to its success.

In seeking to present a broad scope of the issues under examination, limitations relating to participation selection were inevitable. Participants from three secondary schools and one secondary teacher education programme were involved in the research. For the first study, only one secondary teacher education one-year programme was included. The views expressed by these pre-service teachers may not necessarily represent the views of other pre-service teachers. Further, the study relied on participants responding to fixed-response categories that might not have captured their beliefs about inclusive education practices, particularly where they had limited classroom experiences within their one-year theory and practical teacher education programme.

A comment made by one of the participants in Study Two was that early career teachers find it stressful trying to incorporate the multiple tasks that are part of their daily teaching duties. It was suggested that they would find it helpful to have a concentrated focus on their inclusive education practices in the second year of teaching. Future research which extended investigations through a longitudinal study to track pre-service teachers in their first two years of study, when they are provisionally registered, might capture significant insights into early career understandings of inclusion.

The secondary teacher education programme through which the study was undertaken did not feature a compulsory module on inclusion, inclusive education practices or Special Education. International researchers have noted that studies about sustainable positive attitudes towards inclusion have been maintained after pre-service teachers have completed post-graduate programmes in the areas of Special Education or inclusion, usually studied whilst teaching or, for some, following their teaching degree (de Boer et al., 2011; Forlin et al., 2009; Loreman et al., 2007; Sharma et al., 2009; Van Reusen et al., 2001). New pre-service teacher or postgraduate education programmes in New Zealand may have attempted to address these issues. However, programmes such as the Master of Education and Teach NZ First initiatives are in their infancy, and are therefore worthy of scrutiny in the near future.

Additionally, a timely and further step would be to engage the support of the academic leaders involved in teacher education programmes across New Zealand contexts. By adapting the CIQ to survey their attitudes and beliefs about inclusion, and how they consider inclusion

is structured into their teaching programmes, and across a broad curriculum that includes passive and active learning processes, would provide further insights into how this urgent matter might be addressed. This data could be juxtaposed with the views of the pre-service teachers within the programmes. The opportunity for comparative analysis would be especially valuable.

Research that investigates inclusion and inclusive education practices in secondary schools is timely as interest has been generated with the introduction of IPT on a Ministry of Education website and which has become a requirement for future ERO reviews. Because secondary schools are developing inclusive education practices within some national policy guidelines, such as the introduction of the IPT, and with varying degrees as to their school practices, these findings may be different in other secondary schools. A valuable extension to this study of three secondary schools would be to work with a larger number of schools to develop individual case studies for comparative purposes. Given the expectations of the IPT that community involvement is a crucial part of inclusive education, and Ministry of Education recommendations of student and community involvement in research, it would be important to incorporate the voices of school students, whānau and boards of trustees in broad-based case studies. Embedded within a comparative study would be consideration of school types such as decile ranking, single sex or co-educational, public or private and urban and rural.

Conclusion and reflections

Whilst secondary school educators in this study have embraced the notion of inclusion and have moved positively towards acquiring inclusive education processes, that will facilitate inclusive classroom practices, there remains a disconnection between the Ministry of Education policy and national guidelines for all schools. The Ministry of Education appears to know its responsibilities by foreshadowing the requirements of a sustainable fully inclusive education system, despite conveying different messages about 'inclusion', inclusive educational practices', 'special education' and 'diversity'. Attention needs to be given to the implications of using the various terms in promoting future discussions about inclusion as there are associated risks for those who are marginalised or rendered invisible. Such discussions need to include Ministry of Education policymakers, government officials, schools, Boards of Trustees, secondary teachers and secondary teacher educators. These are vital if New Zealand is seriously concerned in promoting future inclusive policies that reflect a national commitment across the country.

Secondary teacher education programmes are at the forefront of pedagogical change. Programme leaders are the drivers of inclusive classroom practices within their subject specific area and a proactive vision is needed here. Their input has the capacity to contribute at the first level of understanding and practice. They are ideally positioned to liaise with secondary schools to develop ongoing practices of inclusion and add to a secondary school's response to inclusive education practices. Teacher education providers have the capacity to model, by example, the theories and practices of inclusion and provide a seamless pathway for their pre-service teachers to transfer these into secondary schools. These providers are agents of change, as are secondary schools, and should consider new initiatives that respond to the expectations that secondary schools hold about inclusion and inclusive education practices, and how pre-service teachers are prepared for their careers.

The idea of fostering inclusive practices is not just focussing on shifting attitudes about inclusion and inclusive education practices, but foreshadows way in which secondary educators can think, within the 21st Century, about how they can develop the individual education processes that will enable them to practise inclusion. This mammoth task deserves funding in order to get it right. A transparent process bodes well with school educators, communities and Boards of Trustees. Secondary school students will then value their understanding of inclusion and their experiences of inclusive education practices and opportunities are created for the wider social implications of positive and negative inclusive experiences to become evident.

The pathway is not perfect, however. New Zealand policymakers, school educators and secondary teacher education programmes must get this right.

Appendices A-O

Appendix A: Head of Programme (Teacher Education Provider) Participant Information Sheet (PIS)

Appendix B: Head of Programme (Teacher Education Provider) Consent Form

Appendix C: Pre-service Teacher Participant Information Sheet (PIS)

Appendix D: Pre-service Teacher Entry Survey

Appendix E: Pre-service Teacher Exit Survey

Appendix F: Principal – Participant Information Sheet (PIS)

Appendix G: Principal Consent Form

Appendix H: Special Needs Co-ordinator, Head of Learning Support, Classroom Teacher, Participant Information Sheet (PIS)

Appendix I: Special Needs Co-ordinator, Head of Learning Support, Classroom Teacher, Consent Form

Appendix J: Principal – Interview Questions

Appendix K: Special Needs Co-ordinator, Head of Learning Support, Classroom Teacher – Interview Questions

Appendix L: Transcriber – Confidentiality Agreement

Appendix M: Thematic Chart – Curriculum Differentiation

Appendix N: Inclusive Practices Tool (IPT) Chart

Appendix O: Initiatives and resourcing for learners with special education needs/disabilities

Appendix A

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PARTICIPANT INFORMATION SHEET
The Head of Programme: Teacher Education Provider

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Project title: Inclusion in New Zealand Secondary Schools: Policy and Practice

Researcher: Judith Selvaraj

To The Head of Programme

My name is Judith Selvaraj. I am a Registered Educational Psychologist and a Registered Secondary Teacher and am currently undertaking a research project in fulfilment of a Doctor of Education degree through the University of Auckland's Faculty of Education. I am interested in gaining insights into the implementation of inclusive education policies as they relate to secondary school students with special education needs and disabilities. Given the extent of this policy shift, I am particularly interested in gaining the perceptions of principals, classroom teachers, key special education personnel and pre-service teachers about their understandings of the aims and objectives of current special education policy, of the ways in which practitioners have been/are being prepared to implement these in their practice in New Zealand secondary schools, and how schools are responding to students' special education learning needs within an inclusive environment.

Why is the research being conducted?

Changes to special education policy in New Zealand from 1989 have impacted on the way education is delivered to students with special educational needs and disabilities. However, research from New Zealand and elsewhere suggests that there is confusion around the terms 'inclusion' and 'inclusive education', and over recent years the need for clarity about what these terms mean in relation to provision of education for students with special education needs and disabilities has been acknowledged. In addition attention has been brought to tensions created by funding mechanisms for those attempting to plan and deliver services in schools. Although there has been a growing interest in investigating these issues, little of this work has been specific to the secondary sector. Specifically the study will seek understandings from principals as overall managers of schools, from school-based specialists in the field and from classroom teachers in the development of school-level policy and practice.

Research relating to initial teacher education programmes indicates that there are few compulsory or optional courses on inclusion or education for young people with special education needs or disabilities. This research also gathers data from pre-service teacher educators about their readiness to teach in inclusive secondary school classrooms. The aim is to inform questions of whether and how funding might be allocated to teacher education

programmes for ensuring pre-service teachers have an understanding of this aspect of their practice.

This is a mixed method research project consisting of policy analysis, a qualitative study within six urban secondary schools, and a quantitative analysis of a questionnaire with pre-service teachers. Interviews with principals and learning support leaders, classroom teachers and school level documents in relation to students' special education learning needs within an inclusive environment, will form the basis of a broader cross-site analysis.

Your involvement

I would like to request your permission to conduct an anonymous questionnaire with the 2014 cohort of pre-service teacher education students in the secondary education programme. I would like to administer the questionnaire at the beginning of the programme and also at its conclusion. As an anonymous questionnaire, there is no coding or identifying information from which the researcher, or anyone else, could identify who had completed the questionnaire. The questionnaires will be distributed to participants at the end of the class and a box will be made available for completed questionnaires to be returned.

At the completion of the study the final thesis report will be accessible electronically or at the University of Auckland library. Findings will also be used for scholarly publications and conference presentations.

Thank you for taking the time to consider this invitation and request. I would be pleased to give more information about the project and answer any questions. You can send me an email at j.selvaraj@auckland.ac.nz. Alternatively you may contact my supervisor or Head of School.

Researcher	**Supervisor**	**Head of School**
Judith Selvaraj	Dr Maxine Stephenson	Associate Professor Carol Mutch
Critical Studies in Education	Critical Studies in Education	Critical Studies in Education
Faculty of Education	Faculty of Education	Faculty of Education
The University of Auckland	The University of Auckland	University of Auckland
Private Bag 92601	Private Bag 92601	Private Bag 92601
Symonds Street	Symonds Street	Symonds Street
Auckland 1150	Auckland 1150	Auckland 1150
New Zealand	New Zealand	New Zealand
	Ph (09) 6238899 ext 87906	Ph (09) 6238899 ext 48826
Email:	Email:	Email:
j.selvaraj@auckland.ac.nz	ms.stephenson@auckland.ac.nz	c.mutch@auckland.ac.nz

For any queries regarding ethical concerns you may contact the Chair, The University of Auckland Human Participants Ethics Committee, The University of Auckland, Office of the Vice Chancellor, Private Bag 92019, Auckland 1142. Telephone 09 373-7599 extn. 83711.

APPROVED BY THE UNIVERSITY OF AUCKLAND HUMAN PARTICIPANTS ETHICS COMMITTEE on 19 December, 2013 for 3 years from 19 December 2013 to 19 December 2016. Reference Number 010988.

Appendix B

CONSENT

The Head of Programme: Teacher Education Provider

Project title: Inclusion in New Zealand Secondary Schools: Policy and Practice

Researcher: Judith Selvaraj

I have read the Head of Programme's information sheet and have had the details of the study explained to me. My questions have been answered to my satisfaction, and I understand that I may ask further questions at any time.

I agree/do not agree to provide access to the teacher education institution for this study.

I understand the study will involve circulation of an anonymous questionnaire to the 2014 pre-service teachers in the secondary teacher education programme, both at the beginning and end of the course.

Signature: _____ **Date:** _____

Full Name-printed:
_____

For any queries regarding ethical concerns you may contact the Chair, The University of Auckland Human Participants Ethics Committee, The University of Auckland, Office of the Vice Chancellor, Private Bag 92019, Auckland 1142. Telephone 09 373-7599 extn. 83711.

APPROVED BY THE UNIVERSITY OF AUCKLAND HUMAN PARTICIPANTS ETHICS COMMITTEE on 19 December, 2013 for 3 years from 19 December 2013 to 19 December 2016. Reference Number 010988.

Appendix C

PARTICIPANT INFORMATION SHEET

Pre-service teacher education participants

Project title: Inclusion in New Zealand Secondary Schools: Policy and Practice

Researcher: Judith Selvaraj

To the Pre-service teacher education participant

My name is Judith Selvaraj. I am a Registered Educational Psychologist and a Registered Secondary Teacher and am currently undertaking a research project in fulfilment of a Doctor of Philosophy degree through The University of Auckland's Faculty of Education. I am interested in gaining insights into the implementation of inclusive education policies as they relate to secondary school students with special education needs and disabilities. Given the extent of the policy shift, I am particularly interested in gaining the perceptions of principals, classroom teachers and learning support leaders about their understandings of the aims and objectives of the current special education policy. I am also interested to gain insights into how familiar pre-service teacher education students are with inclusive education policies as they relate to secondary school students with special education needs and disabilities, and how confident they feel about implementing these in their practice in New Zealand secondary schools. I would like to invite you to participate in the research. The full description of the project and what would be asked of you are described in this information sheet.

Why is the research being conducted?

Changes to special education policy in New Zealand from 1989 have impacted on the way education is delivered to students with special educational needs and disabilities. However, research from New Zealand and elsewhere suggests that there is confusion around the terms 'inclusion' and 'inclusive education', and over recent years the need for clarity about what these terms mean in relation to provision of education for students with special education needs and disabilities has been acknowledged. In addition attention has been brought to tensions created by funding mechanisms for those attempting to plan and deliver services in schools. Although there has been a growing interest in investigating these issues, little of this work has been specific to the secondary sector. Specifically the study will seek understandings from principals as overall managers of schools, from school-based specialists in the field and from classroom teachers in the development of school-level policy and practice. Research relating to initial teacher education programmes indicates that there are few compulsory or optional courses on inclusion or education for young people with special education needs or disabilities. This research also gathers data from pre-service teacher educators about their readiness to teach in inclusive secondary school classrooms. The aim is to inform questions of whether and how funding might be allocated to teacher education programmes for ensuring pre-service teachers have an understanding of this aspect of their practice.

This is a mixed method research project consisting of policy analysis, a qualitative study within six urban secondary schools, and a quantitative analysis of a questionnaire with pre-service teachers. Interviews with principals and other learning support leaders and classroom teachers and school level documents in relation to students' special education learning needs within an inclusive environment, will form the basis of a broader cross-site analysis.

Your involvement

You have been selected as a potential participant in the research because you are currently undertaking pre-service teacher education to work in the secondary education sector. This means that you will be working with students who have special educational needs and/or disabilities. However, participation is entirely voluntary. I am interested in gaining some understanding about how those preparing to work within the sector feel about inclusion as a policy direction, how well prepared they feel to work in inclusive classrooms and how confident they feel about this aspect of their work. I would like to invite you to fill in an anonymous questionnaire at the beginning of your programme and again at its conclusion. The questionnaire will take about 15 minutes each time it is completed. It will be distributed during course time with the permission of the Head of Programme, and a box will made available for completed questionnaires to be returned. The final thesis report will be accessible electronically or at The University of Auckland library. Findings will also be used for scholarly publications and conference presentations.

Thank you for taking the time to consider this invitation. I would be pleased to give more information about the project and answer any questions. You can send me an email at j.selvaraj@auckland.ac.nz. Alternatively you may contact my supervisor or Head of School.

Researcher	**Supervisor**	**Head of School**
Judith Selvaraj	Dr Maxine Stephenson	Associate Professor Carol Mutch
Critical Studies in	Critical Studies in Education	Critical Studies in Education
Education	Faculty of Education	Faculty of Education
Faculty of Education	The University of Auckland	University of Auckland
The University of Auckland	Private Bag 92601	Private Bag 92601
Private Bag 92601	Symonds Street	Symonds Street
Symonds Street	Auckland 1150	Auckland 1150
Auckland 1150	Ph (09) 6238899 ext 87906	Ph (09) 6238899 ext 48826
j.selvaraj@auckland.ac.nz	ms.stephenson@auckland.ac.nz	c.mutch@auckland.ac.nz

Appendix D

INCLUSION IN NEW ZEALAND SECONDARY SCHOOLS: POLICY AND PRACTICE

QUESTIONNAIRE FOR PRE-SERVICE TEACHERS

February 2014

I am interested in gaining insights into the implementation of inclusive education policies as they relate to secondary school students with special education needs and disabilities. The purpose of this survey is to obtain your views regarding a variety of aspects of your expectations, goals, and perceptions for your teacher preparation.

I plan to use your input to contribute to my study of inclusive practices in New Zealand Secondary Schools and I greatly appreciate the time you are taking to do this. Please complete all questions.

I am asking you to provide your university ID number so we can match your responses with your Exit survey. You do not have to provide your ID, but it will make the study much more powerful if you do, as I can then measure changes in your opinion over your year of training. We will not report any individual responses to this survey or any other personal information about you.

Questionnaire instructions

Please tell me how much you agree or disagree with each statement based on **YOUR OWN** opinion or belief. **Tick** the box (☑) that comes <u>closest</u> to describing your opinion.

If you want to change your mind, cross out your first choice and tick the box that comes closest to describing your opinion.

_____

What is your university ID Number: _____

Section One: Your background

1.1   Gender: ☐ 1 Female   ☐ 2 Male

1.2   Ethnicity: (tick the box or boxes which apply to you):
        ☐ 1 NZ European   ☐ 2 Maori   ☐ 3 Samoan   ☐ 4 Cook Island Maori

        ☐ 5 Tongan   ☐ 6 Niuean   ☐ 7 Chinese   ☐ 8 Indian

        ☐ 9 Other (such as Dutch, Japanese, Tokelauan) please state: _____

1.3   Age: ☐ 1 20-25   ☐ 2 26-30   ☐ 3 31-35   ☐ 4 36-40   ☐ 5 41-45   ☐ 6 46 and above

1.4   Is any member of your family/whanau a teacher?
        ☐ 1 Yes   ☐ 2 No

1.5   What is your major teaching subject?
        ☐ 1 The Arts   ☐ 2 Te Reo Maori   ☐ 3 Science   ☐ 4 Learning Support ☐ 5 Technology
        ☐ 6 Health and PE   ☐ 7 Social Sciences ☐ 8 English   ☐ 9 Maths/Statistics
        ☐ 10 Other (specify) _____

1.6   If you have already had any classroom/early childhood centre experience, please specify.
        ☐ 1 ECE   ☐ 2 Primary   ☐ 3 Intermediate   ☐ 4 Secondary (state subject) _____
        ☐ 5 Tertiary (state subject) _____   ☐ 6 Other: (specify): _____

1.7   If you have any prior **special education** teaching, please specify
        ☐ 1 ECE   ☐ 2 Primary   ☐ 3 Intermediate   ☐ 4 Secondary (state subject) _____
        ☐ 5 Tertiary (state subject) _____   ☐ 6 Other: (specify): _____

Conceptions of Inclusion Questionnaire (Pre-Service Teachers)

Conceptions of Inclusion	Strongly Disagree					Strongly Agree
1. Students with additional support needs should be in a mainstream school	☐	☐	☐	☐	☐	☐
2. I feel that my teacher training programme will prepare me adequately for working with all students irrespective of disability	☐	☐	☐	☐	☐	☐
3. I feel competent to work with students who have varying levels of disabilities	☐	☐	☐	☐	☐	☐
4. The presence of students with additional support needs in my mainstream class will have only a minimal effect upon my implementation of the standard curriculum	☐	☐	☐	☐	☐	☐
5. Including students with additional support needs in the classroom can adversely affect the learning environment for other students in the classroom	☐	☐	☐	☐	☐	☐
6. It is more important for school to promote social inclusion than academic achievement	☐	☐	☐	☐	☐	☐
7. I support the policy of inclusion only if extra support is given to the teacher in the classroom	☐	☐	☐	☐	☐	☐
8. I will be able to make a positive educational difference to students with additional support needs in my classroom	☐	☐	☐	☐	☐	☐
9. Student peers will reject students with additional support needs	☐	☐	☐	☐	☐	☐
10. Students with additional support needs learn best when grouped with others with similar needs	☐	☐	☐	☐	☐	☐
11. A lot of the learning strategies employed in the classroom are applicable to all students not just those with additional support needs	☐	☐	☐	☐	☐	☐
12. It is not beneficial for children with additional support needs to be educated in mainstream schools	☐	☐	☐	☐	☐	☐
13. It is my job, as a teacher, to provide alternative materials for students who have additional support needs (e.g. printed sheets of work from the whiteboard, Braille translation)	☐	☐	☐	☐	☐	☐

Conceptions of Inclusion	Strongly Disagree					Strongly Agree
14. I am concerned I will not have the skills required to teach students who have additional needs in an inclusive setting	❒	❒	❒	❒	❒	❒
15. The teacher should usually attempt to ensure that all the students in their class, irrespective of levels of difficulty or ability, are able to participate in the class as much as is possible	❒	❒	❒	❒	❒	❒
16. With appropriate support, I could teach all students (including students with additional support needs) in the same class	❒	❒	❒	❒	❒	❒
17. A teacher, if given what are regarded to be appropriate resources, could teach the vast majority of students with additional support needs	❒	❒	❒	❒	❒	❒
18. It is more important for schools to promote academic achievement than social inclusion	❒	❒	❒	❒	❒	❒
19. I support the policy of inclusion even if extra support is not given to the teacher in the classroom	❒	❒	❒	❒	❒	❒
20. The best way to ensure quality of provision is for all students to be educated in an inclusive classroom	❒	❒	❒	❒	❒	❒

If you have further comments about these questions please feel free to comment below:

Thank you for your co-operation

INCLUSION IN NEW ZEALAND SECONDARY SCHOOLS: POLICY AND PRACTICE

QUESTIONNAIRE FOR PRE-SERVICE TEACHERS

November 2014

You may recall that in February, 2014 I gave you a questionnaire and the time has come to complete the second part of my survey into your views regarding a variety of aspects of your expectations, goals, and perceptions for your teacher preparation.

I plan to use your input to contribute to my study of inclusive practices in New Zealand Secondary Schools and I greatly appreciate the time you are taking to do this. Please complete all questions.

I am asking you to provide your university ID number so we can match your responses with your previous survey. You do not have to provide your ID, but it will make the study much more powerful if you do, as I can then measure changes in your opinion over your year of training. We will not report any individual responses to this survey or any other personal information about you.

Questionnaire instructions
Please tell me how much you agree or disagree with each statement based on **YOUR OWN** opinion or belief. **Tick** the box (☑) that comes closest to describing your opinion.

If you want to change your mind, cross out your first choice and tick the box that comes closest to describing your opinion.

_____

What is your university ID Number: _____

Conceptions of Inclusion	Strongly Disagree					Strongly Agree
1. Students with additional support needs should be in a mainstream school	❐	❐	❐	❐	❐	❐
2. **I** feel that I am well prepared to adequately work with all students irrespective of disabilities	❐	❐	❐	❐	❐	❐
3. I feel competent to work with students who have varying levels of disabilities	❐	❐	❐	❐	❐	❐
4. The presence of students with additional support needs in my mainstream class will have only a minimal effect upon my implementation of the standard curriculum	❐	❐	❐	❐	❐	❐
5. Including students with additional support needs in the classroom can adversely affect the learning environment for other students in the classroom	❐	❐	❐	❐	❐	❐
6. It is more important for schools to promote social inclusion than academic achievement	❐	❐	❐	❐	❐	❐
7. I support the policy of inclusion only if extra support is given to the teacher in the classroom	❐	❐	❐	❐	❐	❐
8. I will be able to make a positive educational difference to students with additional support needs in my classroom	❐	❐	❐	❐	❐	❐
9. Student peers will reject students with additional support needs	❐	❐	❐	❐	❐	❐
10. Students with additional support needs learn best when grouped with others with similar needs	❐	❐	❐	❐	❐	❐
11. A lot of the learning strategies employed in the classroom are applicable to all students not just those with additional support needs	❐	❐	❐	❐	❐	❐
12. It is not beneficial for children with additional support needs to be educated in mainstream schools	❐	❐	❐	❐	❐	❐
13. It is my job, as a teacher, to provide alternative materials for students who have additional support needs (e.g. printed sheets of work from the whiteboard, Braille translation)	❐	❐	❐	❐	❐	❐

Conceptions of Inclusion	Strongly Disagree					Strongly Agree
14. I am concerned I will not have the skills required to teach students who have additional needs in an inclusive setting	❐	❐	❐	❐	❐	❐
15. The teacher should usually attempt to ensure that all the students in their class, irrespective of levels of difficulty or ability, are able to participate in the class as much as is possible	❐	❐	❐	❐	❐	❐
16. With appropriate support, I could teach all students (including students with additional support needs) in the same class	❐	❐	❐	❐	❐	❐
17. A teacher, if given what are regarded to be appropriate resources, could teach the vast majority of students with additional support needs	❐	❐	❐	❐	❐	❐
18. It is more important for schools to promote academic achievement than social inclusion	❐	❐	❐	❐	❐	❐
19. I support the policy of inclusion even if extra support is not given to the teacher in the classroom	❐	❐	❐	❐	❐	❐
20. The best way to ensure quality of provision is for all students to be educated in an inclusive classroom	❐	❐	❐	❐	❐	❐
21. I have changed my views on inclusive educational practices as a result of my practicum experiences in 2014	❐	❐	❐	❐	❐	❐
22. I have no concerns regarding my preparation to teach students in an inclusive classroom setting	❐	❐	❐	❐	❐	❐
23. My understanding about students with special education and disabilities has developed following my practicum experiences	❐	❐	❐	❐	❐	❐
24. I am uncertain as to how well I will practise the concept of inclusion in an inclusive educational classroom for all my students	❐	❐	❐	❐	❐	❐

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Do you have any other comments you would like to make in regard to any responses above:

If you would like to receive a copy of the summary of the findings of the research when the project has been completed please email me at: jselvaraj@xtra.co.nz or make a request through the Critical Studies Department, The University of Auckland, Epsom Campus.

Appendix F

THE UNIVERSITY OF AUCKLAND
FACULTY OF EDUCATION
Te Kura Akoranga o Tamaki Makaurau
INCORPORATING THE AUCKLAND COLLEGE OF EDUCATION

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Auckland, New Zealand
Telephone 64 9 623 8899
Facsimile 64 9 623 8898

PARTICIPANT INFORMATION SHEET

Interview: Principal

Project title: Inclusion in New Zealand Secondary Schools: Policy and Practice

Researcher: Judith Selvaraj

The Principal

My name is Judith Selvaraj. I am a Registered Educational Psychologist and a Registered Secondary Teacher and am currently undertaking a research project in fulfilment of a Doctor of Philosophy degree through the University of Auckland's Faculty of Education. I am interested in gaining insights into the implementation of inclusive education policies as they relate to secondary school students with special education needs and disabilities. Given the extent of this policy shift, I am particularly interested in gaining the perceptions of principals, classroom teachers, learning support leaders and pre-service teachers about their understandings of the aims and objectives of the current special education policy, of the ways in which practitioners have been/are being prepared to implement these in their practice in New Zealand secondary schools, and how schools are responding to students' special education learning needs within an inclusive environment. I would like to invite you to participate in the research. The full description of the project and what would be asked of participants from your school are described in this information sheet.

Why is the research being conducted?

Changes to special education policy in New Zealand from 1989 have impacted on the way education is delivered to students with special educational needs and disabilities. However, research from New Zealand and elsewhere suggests that there is confusion around the terms 'inclusion' and 'inclusive education', and over recent years the need for clarity about what these terms mean in relation to provision of education for students with special education needs and disabilities has been acknowledged. In addition attention has been brought to tensions created by funding mechanisms for those attempting to plan and deliver services in schools. Although there has been a growing interest in investigating these issues, little of this work has been specific to the secondary sector. Specifically the study will seek understandings from principals as overall managers of schools, from school-based specialists in the field and from classroom teachers in the development of school-level policy and practice.

Research relating to initial teacher education programmes indicates that there are few compulsory or optional courses on inclusion or education for young people with special education needs or disabilities. This research also gathers data from pre-service teacher

educators about their readiness to teach in inclusive secondary school classrooms. The aim is to inform questions of whether and how funding might be allocated to teacher education programmes for ensuring pre-service teachers have an understanding of this aspect of their practice.

This is a mixed method research project consisting of policy analysis, a qualitative study within six urban secondary schools, and a quantitative analysis of a questionnaire with pre-service teachers. Interviews with principals, learning support leaders and classroom teachers and school level documents in relation to students' special education learning needs within an inclusive environment, will form the basis of a broader cross-site analysis.

Your involvement
You have been selected as a potential participant from your positive response to my email seeking interest from principals of Auckland schools to participate in the research. I would like to invite you to take part in a face-to-face interview to discuss the school context, history, organisation of departments, the school's charter and vision in regard to inclusive education and education for students with special education needs and disabilities. I would also appreciate having access to school-level documents specific to policy and/or planning for inclusion. I would also like to ask that you support the participation of the school's Special Education Needs Co-ordinator or Head of Learning Support, as well as one classroom teacher, and that you agree to interviews being conducted in out-of-class hours at the school. I would like to request that, as the principal of your school, you will make an initial approach to these members of staff about their potential participation in the research and give assurance that their decision to participate or not participate in the research will have no implications for their relationships within the school.

If you agree to participate, the interview will take approximately an hour and, with permission, it will be audio-recorded. You may request that the tape may be switched off at any time during the interview. A copy of the interview transcript will be sent to you as soon as possible after the interview so that you can verify that it is an accurate transcription or make any editorial suggestions. Participation is entirely voluntary, and you may withdraw from the study at any time without giving an explanation. However, because of the required date of completion for my research, it would not be possible to withdraw from this study, and/or withdraw information you have provided after February 28th 2015.

I will undertake to keep private the identity of your school and of all those who take part in the research. Pseudonyms for schools and for individual participants will be used in writing up the research. Pseudonyms and quotations will be used in a manner that avoids identification. Data stored electronically will have all identifying information removed so as to be identifiable only by code. A transcriber who works regularly with Faculty of Education researchers will be approached to assist with transcribing. She/he will be required to sign a confidentiality agreement. This will include ensuring all research audio-recordings will be kept in a safe place during the transcription process, and that transcriptions will be held on a password protected computer; that recorded information will be kept confidential; that copies of audio-recordings or transcripts will not be made; and that audio-recordings will be returned to the researcher and transcripts will be deleted from her/his computer once they have been received by the researcher.

When in my possession, the audio-recordings and written transcripts will be kept in secure and locked cabinets and consent forms will be stored separately and securely in a locked

cabinet at the office of my supervisor at The University of Auckland. Electronic data will be stored on a password protected computer. All paper information will be destroyed by shredding, all electronic information will be deleted, audio-recordings will be erased after a period of six years.

At the completion of the study I will arrange a gathering with school-based participants to discuss the findings and to provide participants with a written summary of the main findings. The final thesis report will be accessible electronically or at The University of Auckland library. Findings will also be used for scholarly publications and conference presentations.

Thank you for taking the time to consider this invitation and request. I would be pleased to give more information about the project and answer any questions. You can send me an email at j.selvaraj@auckland.ac.nz. Alternatively you may contact my supervisor or Head of School.

Researcher	Supervisor	Head of School
Judith Selvaraj	Dr Maxine Stephenson	Associate Professor Carol Mutch
Critical Studies in Education	Critical Studies in Education	Critical Studies in Education
Faculty of Education	Faculty of Education	Faculty of Education
The University of Auckland	The University of Auckland	University of Auckland
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Symonds Street	Symonds Street	Symonds Street
Auckland 1150	Auckland 1150	Auckland 1150
j.selvaraj@auckland.ac.nz	Ph (09) 6238899 ext 87906	Ph (09) 6238899 ext 48826
	ms.stephenson@auckland.ac.nz	c.mutch@auckland.ac.nz

For any queries regarding ethical concerns you may contact the Chair, The University of Auckland Human Participants Ethics Committee, The University of Auckland, Office of the Vice Chancellor, Private Bag 92019, Auckland 1142. Telephone 09 373-7599 extn. 83711.

APPROVED BY THE UNIVERSITY OF AUCKLAND HUMAN PARTICIPANTS ETHICS COMMITTEE on 19 December, 2013 for 3 years from 19 December 2013 to 19 December 2016. Reference Number 010988.

Appendix G

CONSENT
The Principal

Project title: Inclusion in New Zealand Secondary Schools: Policy and Practice

Researcher: Judith Selvaraj

I have read the principal's information sheet and have had the details of the study explained. Questions have been answered to my satisfaction, and I understand that I may ask further questions at any time.

I agree/do not agree to provide access to the school for this study.

I agree/do not agree to make an initial approach to other members of the school staff to invite their participation in the research and to support the researcher's contact with these staff members.

I agree/do not agree to provide documentation related to school-wide educational statements relevant to the study.

I understand that participation in the study is voluntary and I give my assurance that the decision of school staff to participate or not to participate in the study will not affect their employment or relationships within the school.

I agree to have the research interview audio-recorded. I understand that I can request that the recorder be switched off at any time throughout the interview.

I understand that I can withdraw from the project at any time without having to give a reason, and that I can ask for the information I have provided to be withdrawn from the study up until February 28th 2015.

I understand that all information will be treated in a confidential manner by the researcher and the person responsible for the transcription of the interview. A transcriber who works regularly with Faculty of Education researchers will be approached to assist with transcribing. She/he will be required to sign a confidentiality agreement.

I understand interview transcripts will be printed and also stored electronically, with all identifying information removed so as to be identifiable only by code to the researcher. I understand also that printed data will be secured in a locked cupboard, electronic data will be held on a password protected computer, and consent forms will be stored separately in a locked cabinet at The University of Auckland for a period of six years.

I understand that the audio-recording will be erased and that at the end of the project all printed material will be shredded and electronic material will be deleted.

I understand that my personal information will remain confidential to the researcher; that pseudonyms will be used for participants and schools, and that anonymity will be preserved in the reporting of data.

I understand findings will be used for the researcher's doctoral thesis and may also be used for scholarly publications and conference presentations.

I understand that I will receive a written copy of the findings at a gathering of participants organized by the researcher upon completion of the project, where participants will have an opportunity to discuss the findings.

I would like to receive the transcript of my interview for editing   YES   NO

Signature: _____ **Date:**_____

Full Name-printed:
_____

For any queries regarding ethical concerns you may contact the Chair, The University of Auckland Human Participants Ethics Committee, The University of Auckland, Office of the Vice Chancellor, Private Bag 92019, Auckland 1142. Telephone 09 373-7599 extn. 83711.

APPROVED BY THE UNIVERSITY OF AUCKLAND HUMAN PARTICIPANTS ETHICS COMMITTEE on 19 December, 2013 for 3 years from 19 December 2013 to 19 December 2016. Reference Number 010988.

Appendix H

Epsom Campus
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Auckland, New Zealand
Telephone 64 9 623 8899
Facsimile 64 9 623 8898

PARTICIPANT INFORMATION SHEET

Interview: Special Needs Co-ordinator, Head of Learning Support, and Classroom Teacher

Project title: Inclusion in New Zealand Secondary Schools: Policy and Practice
Researcher: Judith Selvaraj

To the Special Needs Co-ordinator, Head of Learner Support, Classroom teacher

My name is Judith Selvaraj. I am a Registered Educational Psychologist and a Registered Secondary Teacher and am currently undertaking a research project in fulfilment of a Doctor of Philosophy degree through The University of Auckland's Faculty of Education. I am interested in gaining insights into the implementation of inclusive education policies as they relate to secondary school students with special education needs and disabilities. Given the extent of the policy shift, I am particularly interested in gaining the perceptions of principals, classroom teachers, learning support leaders and pre-service teachers about their understandings of the aims and objectives of the current special education policy, of the ways in which practitioners have been/are being prepared to implement these in their practice in New Zealand secondary schools, and how schools are responding to students' special education learning needs within an inclusive environment. I would like to invite you to participate in the research. The full description of the project and what would be asked of you are described in this information sheet.

Why is the research being conducted?

Changes to special education policy in New Zealand from 1989 have impacted on the way education is delivered to students with special educational needs and disabilities. However, research from New Zealand and elsewhere suggests that there is confusion around the terms 'inclusion' and 'inclusive education', and over recent years the need for clarity about what these terms mean in relation to provision of education for students with special education needs and disabilities has been acknowledged. In addition attention has been brought to tensions created by funding mechanisms for those attempting to plan and deliver services in schools. Although there has been a growing interest in investigating these issues, little of this work has been specific to the secondary sector. Specifically the study will seek understandings from principals as overall managers of schools, from school-based specialists in the field and from classroom teachers in the development of school-level policy and practice.

Research relating to initial teacher education programmes indicates that there are few compulsory or optional courses on inclusion or education for young people with special education needs or disabilities. This research also gathers data from pre-service teacher educators about their readiness to teach in inclusive secondary school classrooms. The aim is

to inform questions of whether and how funding might be allocated to teacher education programmes for ensuring pre-service teachers have an understanding of their practice.

This is a mixed method research project consisting of policy analysis, a qualitative study within six urban secondary schools, and a quantitative analysis of a survey questionnaire with pre-service teachers. Interviews with principals, learning support leaders and classroom teachers and school level documents in relation to students' special education learning needs within an inclusive environment, will form the basis of a broader cross-site analysis.

Your involvement
You have been selected as a potential participant because of the work you do with students who have special educational needs and/or disabilities. I would like to invite you to take part in a face-to-face interview to discuss your understandings about inclusion and inclusive education and to tell me about your experiences in this work. The interview would be conducted in out-of-class hours at the school. The principal of your school has given assurance that your decision to participate or not participate in the research will have no implications for your relationships within the school.

If you agree to participate, the interview will take approximately an hour and, with permission, it will be audio-recorded. You may request that the tape may be switched off at any time during the interview. A copy of the interview transcript will be sent to you as soon as possible after the interview so that you can verify that it is an accurate transcription or make any editorial suggestions.

Participation is entirely voluntary, and you may withdraw from the study at any time without giving an explanation. However, because of the required date of completion for my research, it would not be possible to withdraw from this study, and/or withdraw information you have provided after February 28th 2015.

I will undertake to keep private your identity and that of the school. Pseudonyms for schools and for individual participants will be used in writing up the research. Pseudonyms and quotations will be used in a manner that avoids identification. Data stored electronically will have all identifying information removed so as to be identifiable only by code. A transcriber who works regularly with Faculty of Education researchers will be approached to assist with transcribing. She/he will be required to sign a confidentiality agreement. This will include ensuring all research audio-recordings will be kept in a safe place during the transcription process, and that transcriptions will be held on a password protected computer; that recorded information will be kept confidential; that copies of audio-recordings or transcripts will not be made; and that audio-recordings will be returned to the researcher and transcripts will be deleted from her/his computer once they have been received by the researcher.

When in my possession, the audio-recordings and written transcripts will be kept in secure and locked cabinets and consent forms will be stored separately and securely in a locked cabinet at the office of my supervisor at The University of Auckland. Electronic data will be stored on a password protected computer. All paper information will be destroyed by shredding, all electronic information will be deleted, audio-recordings will be erased after a period of six years. At the completion of the study I will arrange a gathering with school-based participants to discuss the findings and to provide you with a written summary of the main findings. The final thesis report will be accessible electronically or at The University of Auckland library. Findings will also be used for scholarly publications and conference

presentations. Thank you for taking the time to consider this invitation. I would be pleased to give more information about the project and answer any questions. You can send me an email at j.selvaraj@auckland.ac.nz. Alternatively you may contact my supervisor or Head of School.

Researcher	**Supervisor**	**Head of School**
Judith Selvaraj	Dr Maxine Stephenson	Associate Professor Carol Mutch
Critical Studies in Education	Critical Studies in Education	Critical Studies in Education
Faculty of Education	Faculty of Education	Faculty of Education
The University of Auckland	The University of Auckland	University of Auckland
Private Bag 92601	Private Bag 92601	Private Bag 92601
Symonds Street	Symonds Street	Symonds Street
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Appendix I

CONSENT
Special Needs Co-ordinator, Head of Learning Support, Classroom Teacher

Project title: Inclusion in New Zealand Secondary Schools: Policy and Practice

Researcher: Judith Selvaraj

I have read the participant information sheet and have had the details of the study explained to me. My questions have been answered to my satisfaction, and I understand that I may ask further questions at any time.

I understand that the principal of my school has given assurance that my decision to participate in the project will have no implications for my employment or relationships within the school.

I agree to have the research interview audio-recorded. I understand that I can request that the recorder be switched off at any time throughout the interview.

I understand that participation in the study is voluntary and that I can withdraw from the project at any time without having to give a reason. I can ask for the information I have provided to be withdrawn from the study up until February 28th 2015.

I understand that all information will be treated in a confidential manner by the researcher and the person responsible for the transcription of the interview.

I understand interview transcripts will be printed and also stored electronically, with all identifying information removed so as to be identifiable only by code to the researcher. A transcriber who works regularly with Faculty of Education researchers will be approached to assist with transcribing. She/he will be required to sign a confidentiality agreement.

I understand that printed data will be secured in a locked cupboard, electronic data will be held on a password protected computer, and consent forms will be stored separately in a locked cabinet at The University of Auckland for a period of six years.

I understand that the audio-recording will be erased and that at the end of the project all printed material will be shredded and electronic material will be deleted.

I understand that my personal information will remain confidential to the researcher; that pseudonyms will be used for participants and schools, and that anonymity will be preserved when reporting data.

I understand findings will be used for the researcher's doctoral thesis and may also be used for scholarly publications and conference presentations.

I understand that I will receive a copy of the findings at a gathering of participants organized by the researcher upon completion of the project, where participants will have an opportunity to discuss the findings.

I would like to receive the transcript of my interview for editing   YES   NO

Signature: _____   **Date:** _____

Full Name-printed:
_____

Appendix J

Inclusion in New Zealand Secondary Schools: Policy and Practice

Starter interview questions for Principals

1. Can you please tell me about your current role and responsibilities in the school?
2. Could you give me an outline of your qualifications, teaching and management experience and any specific roles you have had in special education?
3. Could you please talk to me about your experiences, as the principal of the school, implementing current special education policies within the school?
4. Could you tell me about some of the highs and lows of these experiences?
5. Can you think about any secondary school teacher with whom you have worked that you believe to be particularly skilled in working within an inclusive educational environment? Could you please think about their knowledge, skills, attributes, attitudes and strategies they used in the classroom that made you think the teacher was inclusive in his/her practice.
6. You have identified some of the knowledge, skills, attitudes and attributes of inclusive teachers in secondary school. Which of these do you think require further professional development and why?
7. This question asks you to consider HOW you would arrange for professional development to occur in your school? What do you consider the best methods for improving the knowledge, skills and attitudes of secondary school teachers working within an inclusive environment?
8. Inclusive educational policies in New Zealand assume that all schools will provide inclusive educational practices within a mainstream setting. Would you like to comment on how you would see this vision being realised in the future?
9. What do you understand to be the role of teacher aides in relation to other special education personnel in the school?
10. Are there any other comments you would like to make about inclusion of students with special education needs and disabilities in secondary school?

Appendix K

Inclusion in New Zealand Secondary Schools: Policy and Practice

Starter interview questions for Special Education Needs Co-ordinators, Heads of Learning Support and Classroom Teachers

1. Could you please tell me about your role in the school and how that relates to fulfilling the Ministry of Education's policy commitment to inclusion and inclusive education?

2. Can you tell me about your experiences of teaching students with special education (SEN) and disabilities and if so, in what context?

3. How well equipped do you feel for preparing student teachers for teaching students with SEN and students with disabilities in an inclusive classroom?

4. Could you tell me what you know about New Zealand's most recent initiatives for ensuring inclusive education in schools?

5. Can you tell me something about your practice in supporting an inclusive environment in your school? You might like to think about such things as preparing classroom teachers, assisting within the classroom and in communicating with the community?

6. What skills do you believe are needed to teach effectively in an inclusive classroom?

7. Can you comment on courses in teaching for inclusion available to pre-service teachers and teachers wishing to up-skill in this aspect of their practice?

8. How could future teacher education programmes better prepare pre-services teachers and other key special education personnel for teaching students with SEN and students with disabilities in inclusive classrooms?

9. How would you like to be informed about opportunities for your own professional development in the area of inclusive education?

10. Is there anything further you would like to comment about in regard to special education policies and inclusive practices?

Thematic Chart: Curriculum Differentiation

	Rationale	Organisation	Resources	Pedagogy
P1	Every single student needs to a degree a path differentiated in some way e.g. ability, learning style, prior knowledge (6/1)	Restructuring to make the problem 'real' for teachers to realise the need to differentiate instruction (3/2)	Up-skill all staff as resources (3/1); Teacher as learner reviewing practice (6/1); 18 PD sessions on CD & small group of staff to support less experienced (6/3)	Differentiation is good practice – relevant to all students (6/1)
P2		Small class for youngsters who had learning difficulties (4/2); handpicked teachers (4/4); possible to take NCEA level one (4/3)	TA crucial need to feel valued and supported, empowered knowing they are doing a good job (7/2); Head of LS leads PD (7/1)	
P3	Setting them up to succeed out of school (3/2)	we stream basically in our junior school, variety of tests, banded where they fit & employment skills class at years 11 & 12; different places for different qualification levels (3/2); Special unit on site (4/2)	Sharing of successes and challenges through staff collaboration (8/1); self-starter PD (8/2); not adequately funded for small groups with skilled teachers (12/4)	Careful who teaches lower groups – not a dumping ground for poor teachers, sharing of pedagogy amongst alternative pathways group (4/3); some teachers teach several subjects for lower ability groups (5/3); multi-level learning in one class (6/3)
LS1	New teachers have little from pre-service education (3/2); need to be response to non-inclusive workplace environment (13/1); MoE initiatives not always specific to secondary school's need to support access to jobs (13/5)	Whole school approach from leadership, principal sees importance of big picture stuff (7/4); and management levels backing it up (8/1); created a class about work with supported workplaces (14/1)	PD – Heaps of staff training on adapting the curriculum (6/1) and exams (6/4); Word Q predictive text used (17/1); funding from STAR (14/1)	Differentiating is responsibility of school (6/1); adapt exams for years 9 &10 (6/4); level 1 unit standards (14/1); quality teaching same for all students – knowing student's level and then giving good feedback to the next steps (16/4)
LS2		Development class at Years 9 & 10 (1/3); (5/3); (21/1); Some correspondence school (4/2); stream, regroup according to passes, pathways class (10/1);	TA in the learning environment – not 'velcroed' to the student (1/4); very cramped dedicated support classroom area but very good atmosphere (4/2)	
LS3	Provide alternative pathways (9/1)	Employment skills and Gateway course do away with need for students in a situation with nowhere else to go (9/4)	PD on criteria for SAC and how to make recommendations (9/2); SAC applications arduous (10/3)	Special assessment conditions (9/2)
CT1	Nature of classrooms today - need for teachers to know subject, all requirements of NZQA, know how to prepare and assess as required to by NZQA - also have knowledge of all students at both ends of learning continuum; (7/3) meet English language needs; (10/2) second language learner (11/3)		Lead group to support teachers differentiating materials for specific students i.e. teacher doing the work as learner (7/1); voluntary reader-writers for internally assessed standards, NZQA support for SAC (7/2); PD provided by extra funds [creative solutions] generated by school (13/4)	Flexibility – skills in differentiating materials in order to meet the needs in the class (8/4); Need to know subject and meet diverse needs (9/20)
CT2	We have set expectations from the Ministry of where kids should be at (15/1); tension between student needs and assessment expectations (15/2) ; data informed practice stresses achievement (17/5)	Mixed ability but there is pretty strong streaming as well (16/3)	We are not trained how to do the reading running records etc, so primary trained TA's are an important resource (10/4); Much to learn from primary teachers (10/5)	Use curriculum to manage levels (3/2); Understanding primary curriculum document (10/3); Pre-service teachers need much support with CD-taught it a very idealised way, find applying it difficult (13/1)
CT3	Need for recognition that one size doesn't fit all - some people are stuck in their ways and so they are not open to change (13/1); Content tends to dominate student learning needs (13/4)	Role – take students out of class for some time - give them skills to help cope with at least the very basics when they get back into class (2/3)	Inquiring teachers – concept of inquiring into your learning, questioning what you do and looking for better alternatives and solutions (13/4); need to start at teacher training level (17/2)	Differentiating the material to meet the needs of all the different students is a necessary skill (13/1); multilevel learning (16/4)

References are: page number/participant response on the page, e.g. 1/3

Appendix N

Inclusive Practices Tools (NZCER, 2015a) – Themes and sub-concepts

The Inclusive Practices Tools has six main themes. Firstly, three themes: Leadership, Policies and practices, School culture form the **School systems themes** and explore layers of school life. Secondly, three themes: Presence, Participation and Learning form the **Inclusion themes** explore inclusive education practices from the learner's perspective. The Inclusive Practices Tools explore 13 sub-concepts (see table below) and the sub-concept, Respect for cultural identities, is woven throughout the themes.
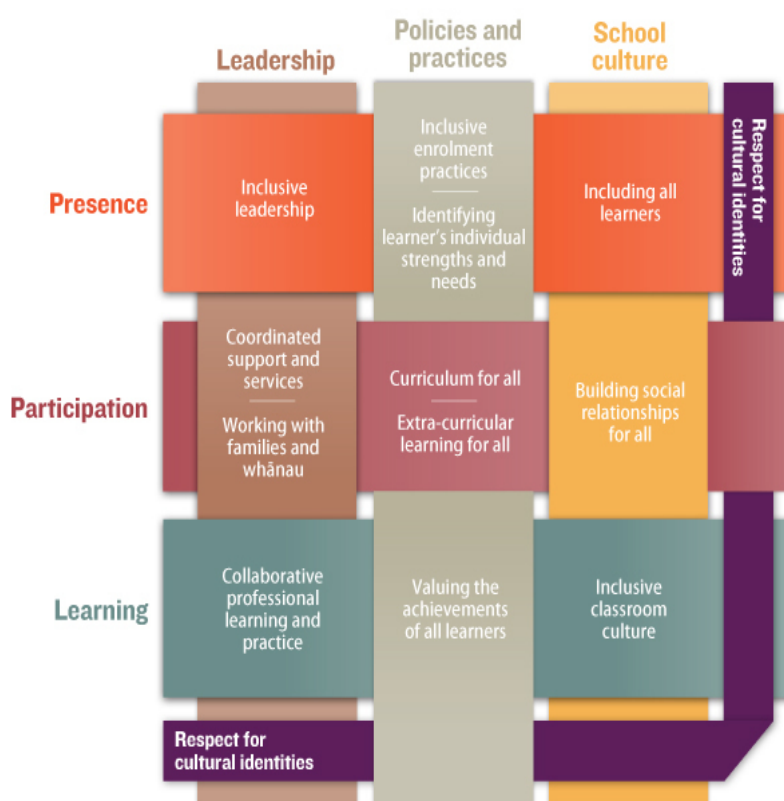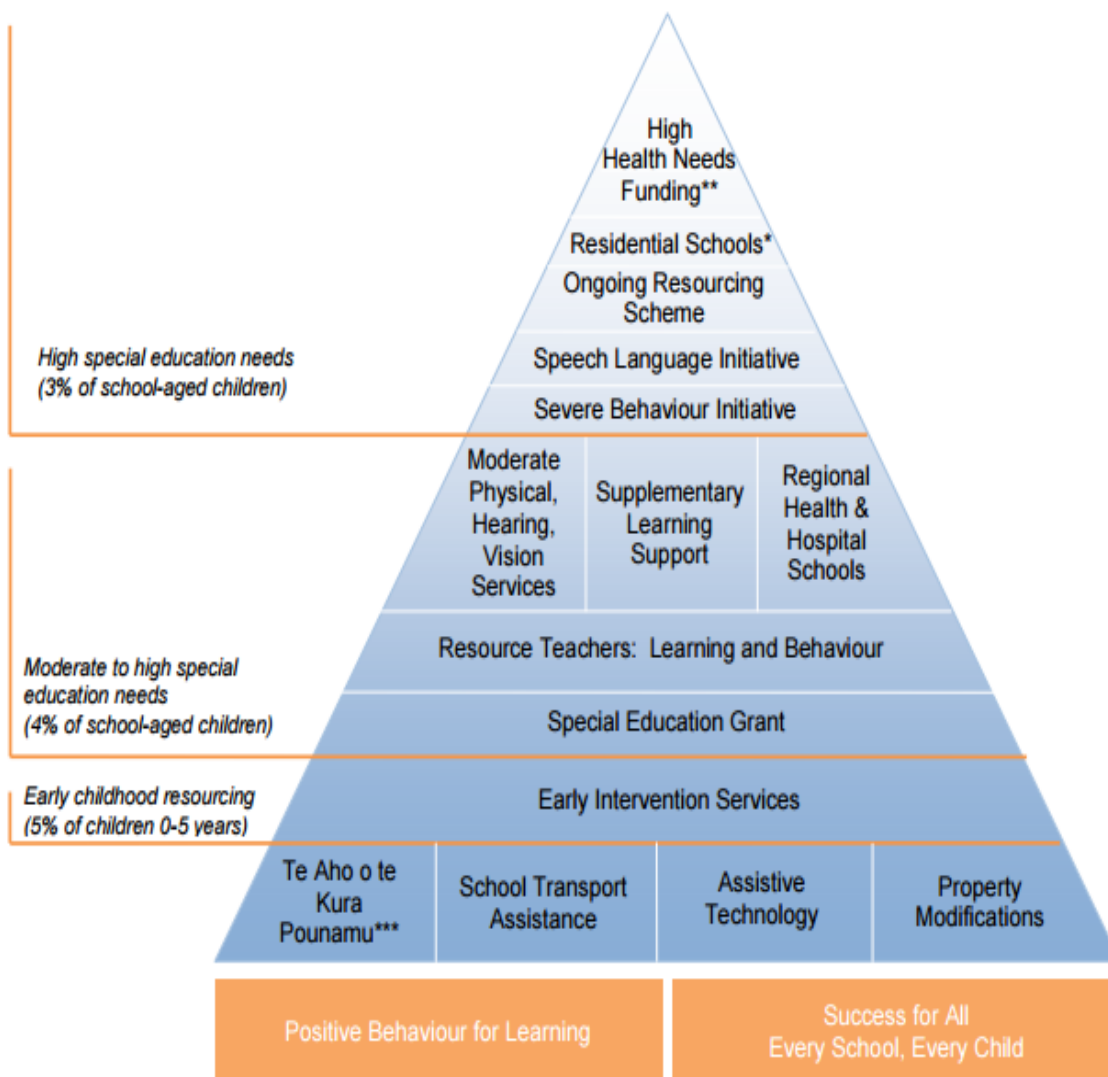

The commentary included with the IPT chart identifies and explains four dimensions (Ministry of Education, 2014b), through which the secondary school leaders can invoke discussion around how their school was attempting to fulfil their expectations of the 13 sub-concepts encapsulated within the IPT. These were: building an inclusive school culture, developing processes and systems, assessing diverse learners and enhancing partnerships.

Appendix O

Initiatives and resourcing for learners with special education needs/disabilities

(www.shapingeducation.govt.nz/wp-content/uploads/2012/09/SpecialEducationOverview2012)

High special education needs (3% of school-aged children)

Moderate to high special education needs (4% of school-aged children)

Early childhood resourcing (5% of children 0-5 years)

High Health Needs Funding**

Residential Schools*
Ongoing Resourcing Scheme

Speech Language Initiative

Severe Behaviour Initiative

Moderate Physical, Hearing, Vision Services | Supplementary Learning Support | Regional Health & Hospital Schools

Resource Teachers: Learning and Behaviour

Special Education Grant

Early Intervention Services

Te Aho o te Kura Pounamu*** | School Transport Assistance | Assistive Technology | Property Modifications

Positive Behaviour for Learning | Success for All Every School, Every Child

* Includes schools for learners with vision and hearing, behavioural, or cognitive impairments.
** School High Health Needs funding provides teacher's aide support for 644 learners with high health needs.

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