MASTER'S THESIS

UNDERSTANDING EDUCATION POLICIES FROM FORMULATION TO IMPLEMENTATION

THE CASE OF INCLUSIVE EDUCATION IN SELECTED SECONDARY SCHOOLS IN MALAWI

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Abstract

Background: The prevalence of disabilities that impinge on learning is high in low-income countries like Malawi, and secondary school age children are in the majority. With the advent of both Special Needs Education (SNE) in 1981, and Inclusive Education (IE) in 1994 in Malawi, the school environment has become the prime setting where challenges faced by children with disabilities are addressed by our society in general and schools in particular. Special Needs Education in Malawi is now considered a bit discriminatory since students with a particular acute disability are placed together in one school environment. These schools are such as schools for the blind, or schools for the deaf. These schools still exist in Malawi due to fissures in IE policy framework itself, inadequate or lack of teacher training in IE, and lack of proper resources and infrastructure in the mainstream schools to include learners with disabilities. However, the current government policy is to integrate all learners with mild and acute disabilities into the mainstream education for purposes of better inclusiveness and societal acceptance.

It is worth noting though that Inclusive Education for learners with both mild and acute disabilities in mainstream schools is associated with teacher overburdening. The burden might as well extend to the rest of the learners without notable disabilities as it affects the pace of their learning and convenience. However, there is little research in developing countries addressing teachers' challenges regarding IE. Data on challenges posed by disparate child disabilities to teachers leading to IE in Malawi is lacking. This study therefore investigated the challenges experienced by teachers implementing Inclusive Education in Malawian rural and urban secondary schools, the current legal and policy framework followed, and explored strategies for coping with the challenges, and the kind of policy framework and material support needed moving forward.

Method: Qualitative phenomenological design was applied to establish how teachers helping learners with physical disabilities comprehend the Inclusion Education policy framework and how they cope with teaching such learners in Malawian secondary schools. Data were collected from 11 teachers from the selected schools. All the eleven teachers indicated to have children with notable learning mental disorders, 6 had children with visual impairment and 4 had children with hearing impairment. Ethical study procedures were adhered to. Questionnaires, semi-structured

interviews, and participant observations were conducted in school environments. Interviews were tape recorded, transcribed and translated from Chichewa to English for those teachers who expressed other thoughts in their vernacular language. Notes were taken during observations and interviews. Thematic approach of data analysis was adopted to understand the data and learn from it.

Results: Teaching children with physical disabilities is concomitant with teacher burden. Teachers lack resources, equipment and convenient infrastructure for their learners' instruction, mobility and convenience. The learners themselves also face a great deal of discrimination from their peers, other teachers, the school society, and the larger society as a whole. Teachers therefore spend more time attending to non-education needs of their learners at school, and are frustrated by government's absolute neglect of Inclusive Education needs, which results in unnecessary teacher encumbering. Since these learners encounter stigma and discrimination both from within and outside the schools, the scenario makes the work more difficult for the teacher. To cope with the challenges, teachers learn new skills, look for external support, and search for differentiated instruction techniques for overcoming their learners' impairments. Teachers use remediation, deeper student engagement, one-on-one student engagement, catch up lessons, differentiated instruction, support from students with mild or no disabilities, and much repetition in order to ensure learning is indeed happening.

Secondly, all the teachers interviewed from the two schools indicated that they had not received special training for inclusive education except for some who heard about it in college as part of Special Needs Education course. Teachers therefore lack the technical know-how for handling classrooms comprising a variety of students which includes learners with disabilities such as learning disorders, visual and hearing impairment.

Thirdly, analysis also shows that school B (rural)s are more disadvantaged as compared to those in the urban settings regarding IE policy implementation, training opportunities, facilities and accessibility to resources. There is a critical debate going on whether IE in Malawi is indeed realistic where learners with acute disabilities are placed together with their "normal" peers in the same classrooms with very limited resources. The student - teacher ratio is averaged at over 60:1, with critical lack of teaching and learning materials such as textbooks, hearing aids or visual effects.

The most noble question is whether one teacher would effectively manage 60 students of whom 8 to 12 have acute disabilities. Over 60% of the teachers interviewed sincerely alluded to the fact that they did not know the difference between IE and SNE and the implications on the paradigm shift in education provision. The study also found that, apart from daily personal challenges they face to maneuver around school campuses, learners with disabilities face interminable challenges such as discriminatory education system. Notwithstanding, there are ways that both teachers and the learners devise for coping with this challenge.

Conclusion and recommendation: Not only does IE policy in Malawi require review on more teacher trainings but also review of the entire policy. Study respondents who were interviewed expressed dissatisfaction with government's handling of the IE policy development process, indicating that they were not consulted. Furthermore, since teachers argued that they were not trained, implementation has already failed even before starting. Without training policy implementers on how to handle classes that include learners with disabilities, IE cannot be successful. The Ministry of Education should consider providing special training for all teachers on inclusive Education and accentuate the paradigm shift from Special Needs Education.

Sammendrag

Bakgrunn: Utbredelsen av funksjonshemninger som kan påvirke læring er høy i lavinntektsland som Malawi, og elever i videregående skoler er i flertall. Med bruk av både Spesialpedagogikk i 1981, og Inkluderende utdanning i 1994 i Malawi, har skolemiljøet blitt den viktigste settingen der utfordringer barn med funksjonshemminger møte er adressert av vårt samfunn og skoler generelt. Utdanning innen spesialpedagogikk i Malawi anses nå som diskriminerende siden studenter med en akutt funksjonshemming er plassert sammen i ett og samme skolemiljø. Disse skolene er skoler for blinde, eller døve. Disse skolene eksisterer fortsatt i Malawi på grunn av sprekker i IE-politikken rammeverket i seg selv, utilstrekkelighet eller mangel på lærerutdanning i IE, og mangel på riktige ressurser og infrastruktur i de vanlige skolene for å inkludere elever med nedsatt funksjonsevne. Men den nåværende regjeringspolitikken er å integrere alle elever med milde og akutte funksjonshemninger i den vanlige skoler med formål å bedre inkludering og samfunnsaksept.

Det er verdt å notere seg selv om inkluderende opplæring for elever med både milde og akutte funksjonshemninger i vanlige skoler er forbundet med overbelastning på lærer. Byrden kan like godt strekke seg til resten av elevene uten bemerkelsesverdige funksjonshemninger som det påvirker tempoet i deres læring og bekvemmelighet. Det er imidlertid lite forskning i utviklingsland som tar for seg lærernes utfordringer angående IE. Data om utfordringer som ulike barnefunksjonshemninger utgjør for lærere i forhold til IE i Malawi mangler. Denne studien undersøkte derfor utfordringene som ble opplevd av lærere som implementerer inkluderende opplæring i malawiske landlige og urbane videregående skoler, gjeldende juridiske og politiske rammeverk fulgte, og utforsket strategier for å håndtere utfordringer, og hva slags politisk rammeverk og materiell støtte som trengs fremover.

Metode: Kvalitativ fenomenologisk design ble brukt for å fastslå hvordan lærere for elever med funksjonshemninger forstår rammeverket for inkluderingsutdanning og hvordan de takler å undervise slike elever i malawiske videregående skoler. Data ble samlet inn fra 11 lærere fra de utvalgte skolene. Alle de elleve lærerne indikerte å ha barn med kjente psykiske lidelser,6 hadde barn med synshemming og 4 hadde barn med hørselshemmede. Etiske studieprosedyrer ble

overholdt. Spørreskjemaer, halvstrukturerte intervjuer, og deltakerobservasjoner ble gjennomført i skolemiljøer. Intervjuene ble tape innspilt, transkribert og oversatt fra Chichewa til engelsk for de lærerne som uttrykte andre tanker i deres morsmål. Notater ble tatt under observasjoner og intervjuer. Tematisk tilnærming til dataanalyse ble vedtatt for å forstå dataene og lære av det.

Resultater: Undervisning av barn med fysiske funksjonshemninger er preget av lærerbelastning. Det er også mangel på ressurser, utstyr og praktisk infrastruktur for elevenes instruksjon, mobilitet og bekvemmelighet. Det elevene selv også står overfor er en stor diskriminering fra sine kamerater, andre lærere, skolesamfunnet og samfunnet som helhet. Lærere derfor bruke mer tid til de ufagligebehove de elevene har på skolen, og er frustrert over statens absolutte forsømmelse av inkluderende opplæringsbehov som resulterer i en unødvendig lærer belastning. Siden disse elevene møter stigmatisering og diskriminering både innenfra og utenfor skolene gjør det arbeidet enda vanskeligere for læreren. For å takle utfordringer, må lærer finne på nye ferdigheter, se etter ekstern støtte og søker etter differensierte instruksjonsteknikker for å hjelpe elevene med funksjonsnedsetteninger. Lærere bruker utbedring, dypere studentengasjement, en-til-en student engasjement, leksjoner, differensiertundervisning, støtte fra elever med milde eller ingen funksjonshemninger, og mye repetisjon for å sikre at læring faktisk skjer. For det andre indikerte alle lærerne som ble intervjuet fra de to skolene at de ikke hadde mottatt

spesialopplæring for inkluderende opplæring, med unntak av noen som hørte om det på universitet som en del av spesialpedagogikk kurs. Lærerne mangler derfor teknisk kunnskap for håndtering av klasserom bestående av en rekke elever som inkluderer elever med nedsatt funksjonsevne, for eksempel læringsforstyrrelser, syns- og hørselshemmede.

For det tredje viser analyser også at videregående skoler på landsbygda er mer vanskeligstilte sammenlignet med de i urbane omgivelser angående implementering av IE-retningslinjer, opplæringsmuligheter, fasiliteter og tilgjengelighet til ressurser. Det pågår en kritisk debatt om IE i Malawi faktisk er realistisk der elever med akutte funksjonshemninger plasseres sammen med sine "normale" kamerater i samme klasserom med svært begrensede ressurser. Student - lærer forholdet er gjennomsnitt på over 60:1, med kritiske mangler på undervisnings- og læringsmateriell som lærebøker, høreapparater eller visuelle hjelpemidler.

Det mest edle spørsmålet er om en lærer effektivt ville klare 60 elever hvorav 8 til 12 har akutte funksjonshemninger. Over 60% av lærerne intervjuet oppriktig henvist til det faktum at de ikke visste forskjellen mellom IE og SNE og implikasjonene på paradigmet endring i

utdanningstilbudet. Studien fant også at, bortsett fra daglige personlige utfordringer de møte rundt skolen, møte elever med nedsatt funksjonsevne uopphørlige utfordringer som diskriminerende utdanningssystem. Til tross for alt, finnes det forskjellige måter for både lærere og elever å utarbeide for å takle denne utfordringen.

Konklusjon og anbefaling: Ikke bare krever IE-politikken i Malawi gjennomgang av mer lærerutdanninger, men også gjennomgang av retningslinjene. Studierespondenter som ble intervjuet uttrykte misnøye med regjeringens håndtering av IE-politikkutviklingsprosessen,

Indikerte at de ikke ble konsultert. Videre, siden lærerne hevdet at de ikke hadde opplæring, har implementeringen allerede mislyktes selv før det starter. Uten opplæring til de som implementere inkluderendeutdanning om hvordan man håndterer klasser som inkluderer elever med nedsatt funksjonsevne, kan IE ikke bli vellykket. Kunnskapsdepartementet bør vurdere å gi spesialopplæring til alle lærere i inkluderende utdanning og fremheve paradigmeskiftet fra spesialpedagogikk.

Dedication

I dedicate this thesis to my lovely mother, who pieced me back together when the process to get to this point broke me into tiny little pieces.

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Thank you,

Norma Kachali

List of acronyms

IE: Inclusive Education

SNE: Special Needs Education

NSO: National Statistics Office

HIV: Human Immunodeficiency Virus

HI: Hearing Impairment

VI: Visual Impairment

AIDS: Acquired Immunodeficiency Syndrome

LD: Learning Difficulties

LV: Low Vision

PD: Physical Disability

SEN: Special Education Needs

ADB: African Development Bank

GDP: Gross Domestic Product

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1.0CHAPTER ONE: INTRODUCTION

Problem Statement

Results show that Inclusive Education in Malawian secondary schools faces serious challenges from policy formulation to implementation. These challenges include lack of consultation of the implementers who are teachers in secondary schools, lack of teacher training, lack of IE infrastructure, lack of student learning materials, lack of teaching materials, lack of political will on the part of government to see to it that the target output for IE policy has been achieved. Without doubt education is one of the major determinants for human development. It has been known to reduce maternal deaths and also consequently reducing child mortality rates. Education has been known to provide people with knowledge of how to take care of their environment and in turn making the world a better place. It also increases the knowledge of other cultures thereby promoting solidarity. Most importantly it gives people access to join the workforce, which results to better standards of living. Education affects every part of human life directly or indirectly http://www.snwam.com/insights/2016/7/20/education-a-high-school-diploma-is-opportunity .

As it will be noted in the next chapter, through the constitution, the government of Malawi strives and is obligated to ensure that the rights of people with disabilities are upheld. The government has actively improved the welfare of people with disabilities through adopting and implementing policies which promote participation of all citizens regardless of their economic, social and health conditions. The policies, for instance, aim to improve access of people with disabilities to social and public services and job opportunities. Section 13 of the Malawi constitution, greatly emphasizes the need for participation of people with disabilities in all spheres of the Malawian society. Section 20 underscores that it is illegal to discriminate people with disabilities. And so, Malawi has the legal and constitutional frameworks to safeguard and promote the participation of people with disabilities in the society; more precisely, to access education like anyone else (Chimwaza, 2016 p.18).

However, Malawi still faces a variety of snags in its provision of education as a fundamental sector of socio-economic life. One such hurdle is discernible in the area of educating persons with disabilities. As such, these persons do not enjoy the fruit of education as they should since they do not fully partake in the education system, let alone acquire their complete education. Although the Malawi government has adopted both international and national policies that strive to improve inclusive education in the country aiming to combat illiteracy among people

with disabilities, there is no documentation to trail the formulation, implementation and realization of educational policies (Itimu-Phiri, et al, 2016).

It is true that some scholars such as Chavuta et al (2008), Chitiyo et al (2016), Kamchedzera (2008), Itimu-Phiri & Kopetz (2008), among others, have discussed the whole gamut of critical issues in IE. They have discussed main challenges learners with disabilities face in attaining education, adaptation and modification of curriculum to suit the needs of such learners as well as SNE implementation and best practices. But, they have not put emphasis on how inclusive education policies are formulated and implemented, let alone realized. This research assessed factors that hinder efficient policy realization and inconsistencies in policy formulation and realization. The paper, therefore, will fill the existing literature gap on factors that surround inclusive education policies formulation and its implementation in Malawi which is one of the major facets towards making IE work.

Objectives of research
1. Examine the background to the adoption of IE policy in Malawi.
2. Analyze the teacher's involvement in the development of IE policy.
3. Compare the teacher's implementation of IE policy between rural and urban schools

Research questions
➢ How teachers have been involved in the transition process from SNE to IE?
➢ What is the role (involvement in planning and implementation) of teachers in the introduction of Inclusive Education policy?
➢ How different do rural and urban schools implement Inclusive Education?

Significance of the study
This study mainly aimed at addressing SNE with focus on challenges related to implementation of Inclusive Education by participants such as teachers in Malawi. As such, it will inform education policy makers on critical issues surrounding IE including limitations of implementation and or realization, significance of involving specialist teachers in formulating SNE policy and implementing the same in schools. Again, the paper will provide a platform for further research in the field of IE, with focus on what to do to guarantee that IE produces profound results in schools.

Organization of the thesis

This thesis has five chapters. Chapter 1 presents, the problem statement, the purpose of the research, the research question, significance of the study, and the organization of the thesis. In addition, the chapter gives a brief contextual background of Inclusive Education in Malawi by reviewing major policy frameworks on IE in relation to disability studies. Chapter 2 presents literature review and theoretical framework. The chapter starts with an introduction to the different studies that have taken place regarding Inclusive Education and policy framework. The chapter then presents a thorough review of major issues on IE and policy framework. Finally, the chapter presents theoretical frameworks that have been used in this study. Chapter 3 is the research methodology. In this section, approaches deployed to gather answers to the problem under study are presented. The section describes hypothesis to the research problem, the choice of the research design, the study site, study population, sample size determination and sampling procedure, development of research tools, data collection method, organization and analysis of data. This is where you also find validity, reliability and generalization, ethical consideration and study limitation. Chapter 4 presents the results, focusing on the themes that have risen from the findings. Chapter 5 discusses findings in relation to the research questions and the theoretical framework. The chapter also presents limitations of the study, recommendations for future research and the conclusion.

Contextual background

The total population in Malawi was estimated at 18.6 million people in 2019, and projected to be 19.4 million people by 2020 according to the latest census figures and projections from Trading Economics (NSO Census report 2018). A total of 10.4 % of that population live with disabilities; young and old, in school and out of school. Apart from Agriculture as an occupation which contributes to 85% of the total GDP, Malawi's Private sector employs 69%. But about half of the remaining 31% are employed in the Education sector alone (African Development Bank 2019 report). Education is one of the key determinant and indicator of national as well as individual's socio-economic development. There are many policies on education that spearhead efforts towards equitable access to education for all, regardless of individual characteristics be it physical or mental disability. Inclusive Education (IE) is one critical area where policies are in place to ensuring equality and equity in education by creating a conducive environment for the learning process of learners with disabilities. Inclusive education has been an emerging issue in Malawi and other developing countries at large, even though it was adopted from

empirical studies conducted in developed countries (Werning et al, 2016). In Malawi, IE is therefore a new phenomenon. Learners with disabilities were previously educated in special needs institutions (Chimwaza, 2015). Effectively, even though the implementation of inclusive education is driven by an international policy, there was a need to contextualize it in its own Malawian economic, educational and social situations. As such, there is a scholarly need for clarity in the legislation of inclusive education policies in Malawi regarding what the objectives of IE should be, what categories of students with disabilities are, how they should be defined and how teachers should implement such education practices. It is in this regard that this paper sought to find out how the adoption of IE policy by implementers such as teachers mirrors on strategies and levels of stakeholders' involvement in IE policy development (and implementation) process. This will help to align IE policies with the Malawian context.

Malawi's formal education started with missionaries in 1875 centering mainly on reading, writing and arithmetic (Chavuta, Itimu-Phiri, Chiwaya, Sikero & Alindiamo, 2008, p.11). Kadzamila (2002), indicated that only mission schools were the major providers of education up until Malawi's attainment of independence. It is noted that the education sector is also an area where disability-related and other inequalities are manifested (UNESCO, 2001). Although the Department of Education was formed in 1926 by the Government of Malawi (GoM) it was only in 1950 when there was inclusion of special needs learners; hearing and visually impaired people in the Malawi education system. This action was taken by the Scottish and South African evangelist missionaries and by the Fathers of Immaculate Conception of the Roman Catholic Church respectively (Chavuta et al., 2008, p.11). From 1996, the Malawi government introduced the special needs education for learners with Learning Difficulties (LDs) (Chavuta et al., 2008, p.11). So, in general, it can be acknowledged that the government of Malawi has programs that deal with inclusive education, which is quality education for all through policies and legal framework as explained below in this chapter.

Education System in Malawi
The education system in Malawi is divided into three main levels; primary school, a level which goes over a period of 8 years, and secondary and tertiary levels which last four years each. The pre-school years are regarded as informal education mainly running up to age 5 and do not fall under Ministry of Education, rather, under Ministry of Gender and Social Welfare policy planning. The scenario is similar for Skill-acquiring or technical tertiary education which falls under the Ministry of Trade. Education in Malawi is provided by the government, religious

Church institutions and the private sector. Prior to the introduction of multiparty democracy in Malawi in 1994, education was for the selected few (elite) (https://www.rippleafrica.org/education-in-malawi-africa/general-education-in-malawi-africa). There were only three private schools, namely Kamuzu Academy, St Andrews Academy and Phwezi Secondary School. Most students would repeat grade 8 many times in order to get a spot in the government and church secondary schools. Initially, primary school had school fees. However, with the enactment of the Malawi constitution, the primary school fees were abolished and government of Malawi introduced Free Primary Education (FPE) in 1994 to encourage more learners from poor economic backgrounds to enroll in schools. As such, primary school education was regarded as basic and compulsory for all children from the age of six (6). Currently, school fees are being charged at secondary and tertiary education levels. One of the challenges is that now spaces are limited in primary schools. Children are thus selected to attend public secondary schools based on their performance on the Primary School Leaving Certificate Examination (PSLCE) at the end of grade (8). However, there is an affirmative action for children with disabilities, whereby they only must earn a pass on these exams to be awarded a seat (https://www.rippleafrica.org/education-in-malawi-africa/general-education-in-malawi-africa).

The introduction of free primary education did come with its own challenges as the dramatic enrollment of learners in primary schools led to overcrowding in classrooms and lack of resources; both material and human. To overcome these challenges, of which most of them are still present, the government employed more teachers. These teachers were trained in-service as there was no adequate time to send them to teacher-training schools. Teachers at secondary school level are trained at both government and mission funded universities for a minimum of four (4) years to obtain a degree. Although other schools are run by mission institutions and the private sector, the ministry of education regulates and governs the running of all schools in the country (http://education.stateuniversity.com/pages/914/Malawi-EDUCATIONAL-SYSTEM-OVERVIEW.HTML).

1.6.2 Inclusive Education in Malawi

A lot of scholars have defined Inclusive Education differently, though all the definitions come to mean the same. According to Stubbs (2008) IE refers to a wide range of strategies, activities and processes that seek to make a reality of the universal right to quality, relevant and appropriate education. Salvolaine (2006), on the other hand, defined IE as related to enhancing

human rights and dignity, especially of learners with disabilities who seem to be regarded as the vulnerable. On the same, Chimwaza (2015) described IE as a collective process of bringing together all children so that they can learn and develop together. Lastly, UNESCO (2005), rather in simple terms, defined IE as the type of education that addresses the diverse needs of all learners in the classroom. From the definition, UNESCO is aware that different learners have different educational needs and that it is the responsibility of the mainstream school to address these diversities while at the same time ensure that no learner is excluded from or within the education system.

Chimwaza (2015) pointed out that it is important that every child, regardless of their circumstances, has fair chances in life; equal opportunities to education, social and cultural life experiences. He continues to argue that the concept of inclusion only surfaces when there is a general feeling that some groups of individuals are not fully integrated within the mainstream world – they are excluded, basically, in regard to access to social services, life opportunities and resource allocation.

Chimwaza (2015) also noted that Inclusion and exclusion are mutually interrelated. Inclusive education means learning environments are restructured to accommodate diversity, that is, children with varying needs, capabilities and styles of learning. Inclusive practices aim at helping individuals to recognize and appreciate their unique abilities (Mitchell, 2004). Schools' sensitivity to differentiating children's varying needs is critical in this respect. Barriers within learning environments need to be minimized in order to not only accommodate the diversity of learners but also ensure that all learners benefit from the system. In principle, IE aims at giving children equal opportunities to co-exist and learn together in the same educational environments based on the values of non-discrimination. Therefore, according to the argument of Mitchell (2004), IE implies practices and strategies aimed at addressing wide-ranging needs of learners in supportive environments. Valuing diversity and providing appropriate and timely support is critical in inclusive educational practices.

While IE promotes the learning of all learners, emphasis is given to those who are vulnerable to exclusion. In this regard, UNESCO (2005) suggests that implementers of IE, in this case teachers, should consciously include all learners regardless of their physical, social, ethnic and economic differences. As such, there is need to develop teaching approaches that address the diverse needs of all learners (Rieser, 2008, p.21). It is important to note that inclusion is different from integration. Inclusion denotes that the learner be placed in the mainstream school and the school system gets transformed in order to accommodate the learner's needs. On the

contrary, in integration the learner must adapt to fit in the school system (Rieser, 2008, p.22 & Werning, 2016 et al).

1.6.3 Disability in Malawi

Disability, as defined by the World Health Organization (WHO, 1948), is a disease, disorder or injury that produces an impairment to an individual causing limited performance or functioning of daily activities. WHO condenses that impairment is failure at the level of organs or systems of the body. "This means loss or abnormality of psychological, physiological or anatomical structure or function" (https://www.encyclopedia.com/social-sciences-and-law/sociology-and-social-reform/sociology-general-terms-and-concepts/disabilities). WHO further weighs in that disability comes because of loss or reduction of ability to perform an activity in the manner considered normal for a human being. Some of the notable types of disability in regard to education attainment are visual impairment, hearing impairment, physical impairment in form of mobility and learning difficulties. All these put the leaners with disabilities at a disadvantage as it retards or limits full attainment of education in developing countries like Malawi (https://www.encyclopedia.com/social-sciences-and-law/sociology-and-social-reform/sociology-general-terms-and-concepts/disabilities).

> With the definition and forms of disability in Malawi, the Malawi National Statistics Office (NSO, 2018/19) estimates a prevalence of childhood (<5 years) disability of 10.4%. The NSO report stated that the most common type of disability was the visual impairment (49%), followed by hearing impairment (24.3%), reduced mobility (26.9%), speaking difficulties (9%) and intellectual disability (16%). However, most disabilities were classified as 'other' (18.2%). Disability was more prevalent in rural areas – which also have higher levels of poverty and lower access to social services, as compared to urban areas (4.1% versus 2.5%)
>
> http://www.nsomalawi.mw/images/stories/data_on_line/demography/census_2018/2018%20Malawi%20Population%20and%20Housing%20Census%20Main%20Report.pdf

In general, people with disabilities in Malawi, especially those in school going age of less than 18 years, have faced quite a number of challenges just like in many countries across the world. Most notably, they have been sidelined from most development activities in the society such as education opportunities, employment opportunities and entertainment activities just to mention

but a few. This kind of exclusion has resulted into enormous economic challenges for people with disabilities in the country. Thus, people with disabilities have been victims of social isolation, poverty, unemployment, perpetual institutional, attitudinal and economic barriers. (http://www.malawi.gov.mw/images/Publications/policy/Malawi%20National%20Policy%20on%20Equalisation%20of%20Opportunities%20for%20Persons%20with%20Disabilities.pdf).

Malawi has of late shown commitment to improve the rights of people with disabilities. Among other things, the government of Malawi has developed policies and laws to safeguard the rights of people with disabilities. These policies aim to promote participation of people with disabilities in the society, and also facilitate their access to equal opportunities like their "normal" counterparts

(http://www.malawi.gov.mw/images/Publications/policy/Malawi%20National%20Policy%20on%20Equalisation%20of%20Opportunities%20for%20Persons%20with%20Disabilities.pdf).

The policy which was called "National Policy on Equalization of opportunities for People with disabilities" was developed in order to address the needs and demands of people with disabilities. The main purpose of the policy was to promote the economic, social and political participation of people with disabilities culminating to their economic empowerment. As a way of enacting the said policy, the government set out to facilitate awareness campaigns in the society so that people can fully understand that disability is categorically not inability. It was believed that through this civic education, issues of exclusion would be minimized and that people with disabilities would play a full and participatory role in the society. On their part, the government envisioned to integrate disability issues in all government development strategies, planning and programs. The equalization policy was said to benefit all people in the society, not just people with disabilities.

(http://www.malawi.gov.mw/images/Publications/policy/Malawi%20National%20Policy%20on%20Equalisation%20of%20Opportunities%20for%20Persons%20with%20Disabilities.pdf).

The policy was also said to contribute to the success of other intertwined policies for example; the Malawi Poverty Reduction Strategy Paper (MPRSP) and the Malawi Economic Growth Strategy (MEGS) owing to increased participation of people with disabilities in the society.

This would result into an increase in their productive capacity and or means. http://www.usicd.org/doc/MWI104037.pdf.

1.6.4 Media Reports

Reports in the local newspapers indicate that the government of Malawi is working on improving the comprehensive state of education in the country. Speaking at a consultative meeting, a delegate from the ministry of education acknowledged that inclusive education in Malawi is faced by a couple of challenges and that is why they introduced a National Education Strategy from 2016-2020. The meeting was attended by other relevant stakeholders such as the Federation of Disability Organizations in Malawi (hereafter referred to as FEDOMA), Malawi Against People with Physical Disability, Malawi Council for the Handicapped (MACOHA), Sight Savers, Association of People with Albinism, Save The Children, Montfort College (A college which trains teachers in SNE). At the meeting, it was noted that learners with disabilities and other marginalized students were inadvertently excluded from the learning process in most schools due to lack of resources and trained teachers, and that the said education strategy would help combat these problems. https://www.nyasatimes.com/malawi-on-national-inclusive-education-strategy/

A report produced by the commonwealth education hub indicates that Inclusive education is a new phenomenon in Malawian education context. Previously learners with disabilities were educated in special needs institutions. Malawi being the poorest country in the commonwealth, has faced several challenges in the implementation of Inclusive education due to lack of resources(https://www.thecommonwealth-educationhub.net/goodpractice/inclusive-education-advocacy-programme-malawi/.). Additionally, the report indicated that attitudes towards people with disabilities also stand in the way of implementation of inclusive education. To combat these challenges, the Ministry of Education introduced what they call *"Inclusive Education Advocacy Program"*. Among other things, the program aims at sensitizing for and promoting the rights of people with disabilities in the communities. Further, it also aims at improving the quality of special needs education in regular schools. As a way of achieving these objectives, the program aims to introduce disability clinics, organize sensitization workshops on disabilities in the communities and train teachers on how to approach Inclusive Education. The program was piloted in two of the thirty-four (34) districts in Malawi, focusing mostly on

community participation as one of the cost-effective strategies. The approach has led to decreased discrimination of learners with disabilities in schools and the community at large, as people's mindset towards people with disabilities has changed. Consequently, after the program was piloted in two of the thirty-four (34) districts in Malawi and it showed positive preliminary results, it is expected to be rolled out in the other districts. https://www.thecommonwealth-educationhub.net/goodpractice/inclusive-education-advocacy-programme-malawi/.

However, regardless of the various interventions put in place to implement Inclusive Education successfully, some learners with disabilities prefer learning in special schools and not in inclusive schools where they feel that they lag behind. One of the learners (Kenneth) interviewed in the local newspaper lamented that the teacher speaks very fast in class and that he does not understand anything. He further explained that he would rather learn on his own with his teacher as he feels that it is more effective because the teacher speaks slowly and he can ask questions where he does not understand. However, Kenneth admits that he does not want to attend a special needs school because he likes his friends at the current school and they help him by pushing him around on his wheelchair (http://mwnation.com/the-trouble-with-malawis-inclusive-education/).

Speaking on the matter, FEDOMA coordinator in the area says Kenneth's situation is what characterizes inclusive education in Malawi. Learners with disabilities are willing to attend regular classrooms but the challenge lies with schools; they are not equipped with adequate and relevant resources to implement inclusive education. The school has one specialist teacher out of the 59 teachers at the school. It also has a resource center where learners can find additional resources. However, the situation is different in another school in the same area, where there is no specialist teacher and nor a resource center (http://mwnation.com/the-trouble-with-malawis-inclusive-education/).

Unlike the school Kenneth attends, this one has seven teachers and over 600 students (20 of them have varying disabilities). One learner with disability in this school, Sidolia, was interviewed. Unlike Kenneth, she does not have a wheelchair and she is carried to and from school by her family members. Worse still, she has multiple disabilities. Previously, Sidolia attended a special needs school but it was closed in order to include the learners with disabilities in the regular classroom. Sidolia has been at the school for three years but for all these years she has been in the same class because she has failed to meet the requirements or what the education system deems to be an achievement to proceed to the next class. When the teachers at the school were interviewed about the situation, they admitted that they face challenges in

implementing inclusive education at the school (http://mwnation.com/the-trouble-with-malawis-inclusive-education/.).

Among other factors they cite their lack of competence in educating learners with special needs, large classrooms and lack of resources at the school. The attitudes of the society especially parents of children with disabilities also hinders the implementation of inclusive education as they feel that their children cannot be educated like other 'normal' children (http://mwnation.com/the-trouble-with-malawis-inclusive-education/.)

The situation seems to be the same in all levels of education in Malawi from primary, secondary, and tertiary. This was highlighted by the FEDOMA coordinator who also has hearing and speech impairments. He shared his experience; arguing that throughout his education in Malawi from primary to tertiary levels the only time he felt he was included in a classroom was when he left the country for his master's degree study in the United Kingdom. There, he was given hearing aids and other equipment to facilitate his learning. He added that in UK and other developed countries, lecturers have undergone training in educating learners with special needs. The training includes sign language use. This is not the case in Malawian education system. http://mwnation.com/the-trouble-with-malawis-inclusive-education/.

1.6.5 Legal frameworks, policy and provision of education for children with disabilities in Malawi

According to UNESCO (1994 & 2001), it is a fact that in order to address disability-related inequalities in education and development activities, emphasis on inclusion has been the major policy initiative in Malawi. Malawi as a country has signed and ratified several international conventions that enshrine the rights of children with disabilities to education. Chimwaza (2015) reported that these international covenants form part of the laws of the Republic if so provided by an act of Parliament unless otherwise provided. In line with this provision, Malawi is a signatory to a number of international instruments which it has also ratified. These include the United Nations (UN) Convention on the Rights of the Child (CRC); which protects the right of all children to education and the UN Convention on the Rights of Persons with Disabilities (CRPD), which explicitly focuses on the right of children with disabilities to education. The latter also obliges states to create an inclusive education system. The signing and ratification of this convention implies that Malawi has obligations not only to safeguard the education rights of children with disabilities but also to report to the United Nations on the general status of persons with Disabilities (http://www.nhf.no/showfile.ashx?fileinstanceid=fbc66490-12a7-462d-b0e4-5989d4467f07).

2.0 CHAPTER TWO: LITERATURE REVIEW AND THEORETICAL FRAMEWORK

2.1. Introduction

There is significant amount of literature on Inclusive Education focusing on its adoption, challenges and successes being faced during its implementation. An analysis of this literature divulges many important issues about Inclusive Education in various countries. In Malawi, some scholars such as Chimwaza, Itimu-Phiri, Kamchedzera, Mkandawire and others have written about the state of inclusive education with much focus on its history, significance and challenges of inclusive education in Malawi.

Focusing on Special Needs teacher education, Chimwaza's research aimed at finding out measures that are put in place to ensure that special needs teacher education successfully promotes inclusive education in Malawi. His major finding among the findings he recorded were that although the college trains as many teachers as it can, it does not have the capacity to train enough for all schools in Malawi. As such, there has always been an acute shortage of trained teachers in SNE (Chimwaza, 2016). Hence, this research purposed at finding out how the IE policies put in place have been functioning since the introduction of IE, with reference to teacher's implementation in schools in Malawi.

2.2 Literature review

Research by Nebraska Inclusive Education Advocacy Institute (2016) quotes Wayne Sailor's briefing speech in Kansas on Inclusive Education in 2009 that "*There is even a growing body of scientific evidence suggesting that integrated service models for students with disabilities (all disabilities) enhance educational outcomes for all students.*" However, inclusive education does not just occur. It is initiated by the school and all other stakeholders. From the colonial era to independence in 1964, Chavuta et al (2008) observes that the government of Malawi has not been full of zip about the education of people with disabilities. Instead, it has mainly been the Catholic Church through Montford College of Special Needs Education in Chiradzulu that almost single-handedly took the responsibility. Because of this neglect by the protectorate government, research-based statistics about special needs education in Malawi are also very scanty and not comprehensive.

As such, from recent changes in special education, Malawi recognizes commitment among educational stakeholders to improve educational experiences and outcomes for students with

special needs (Itimu-Phiri, et al, 2016). However, it is globally prominent that proper implementation of inclusive education practices needs extensive and thorough planning, preparation and time. Accordingly, the Government of Malawi acknowledges this, and that is why it is also moving mountains in order to attain better results in education for all. Such stances have followed on the findings by scholars such as Kamchedzera (2010) the Government of Malawi (2017) through the Ministry of Education, Science and Technology (MoEST), and Chimwaza (2016) who conclude that segregated school placements lead to a segregated society, but inclusion fosters increased opportunities and greater understanding of differences for all involved.

Elsewhere, writing on Zimbabwe, Chimedza (2015) convincingly highlights that inclusion assumes that teachers who teach students with disabilities have the expertise to do so or are adequately supported by specialist teachers or consultants with the expertise (see also Chavuta et al 2008, p.12). This assumption, however, is not always correct in developing countries like Malawi. Generally, teachers in regular schools are not trained to teach students with special educational needs. It is only recently that the teachers' colleges began to include topics on disability and inclusion in their curricula just like Chimwaza (2016) indicates in his research on inclusive education in Malawian context.

One problem of SNE and Inclusive Education as a whole, is that of misrepresentation and lack of contextualization. Writing on Zimbabwe, while it can also be true for most countries in Africa and the world at large, Chimedza (2016) asserted that it appears many developing countries' important policies and practices such as the inclusion of students with disabilities in regular schools are a spillover from developed countries with very limited understanding of local conditions. It is imperative that such adoption of policies and practices are adapted to auger in with cultural context and resource base of the developing countries themselves. This is critical for the success of any such initiatives.

Chimwaza's research argued that lack of trained teachers, lack of political will in funding inclusive education projects and negative attitude from teachers, peers and the whole society at large were some of the factors that hinder the implementation of inclusive education in Malawi. From the findings above, it can be concluded that developing nations find it hard to

properly implement the inclusive education program due to lack of proper training of teachers, among other burning factors (Chimwaza, 2016).

It is important to note that most of these teacher education programs that purport to include disability education on their programs do so at psycho-social level with nothing at the level of pedagogy. That link is missing and it kills inclusion (Chimedza, 2015, Chimwaza, 2016). These scholars, despite writing on different contexts, indicate that regular teachers that teach students with disabilities in their classes should have both the psycho-social and pedagogic knowledge of special needs and diversity in education to make inclusion work.

In line with these findings, Kamchedzera's Post-Doctoral thesis on Malawian IE found out that there is a mismatch between policy and practice (Kamchedzera, 2010). She argued that even though teachers, pupils and the elite welcomed the idea of inclusive education and are not in any way against it, the major challenge was inadequate allocation of resources in order to support it's successful implementation. According to Kamchedzera, the presence of contradictory policies is also one of the factors that has led to the unsuccessful implementation of inclusive education in Malawi. This therefore begs the question of whether Malawi as a developing country adapted its SNE policy to her context, both cultural and economic, or she crudely adopted the internationally developed policy.

Assessing the issue of IE from a Human Rights point of view, Maringa, et al (2014) argued that many countries signed the Salamanca Declaration but did very little to ensure that the rights of the vulnerable are upheld. The authors were also quick to acknowledge that this declaration was implemented differently from region to region as well as country to country. Among other factors for the dissimilarities, they cited availability or lack of resources; both human and financial, locality, attitudes of people and cultural factors. Crucially, the authors emphasized the importance of community participation in the implementation of Inclusive Education.

According to the research done in some African countries like Tanzania, Zanzibar and Lesotho, the evidence gathered shows that the participation of parents and the sensitization of the community has led to positive results in the implementation of IE even in the face of challenges such as lack of resources (Maringa et al, 2014). It is therefore relevant to assess whether the adoption and implementation of IE in Malawi has properly involved these stakeholders for its successful implementation, hence this research.

Based on the current status of SNE in Malawi, Chavuta, et al (2008) argued that few teachers are trained to provide additional support to learners with SEN. As such, most learners with

disabilities find themselves in the mainstream classrooms where they are expected to excel without any additional educational support. This form of integration does not reflect the sort of Inclusive Education addressed in the Salamanca Statement mentioned above. Reflecting on the same, Farrell, et.al. (2007) concur on the finding that educational opportunities of learners with SEN are maximized when these learners receive classroom support, their teachers have the relevant skills, and funding is sufficient in order to provide appropriate teaching and learning resources. However, Malawi lacks all the above specified conditions for a better inclusive education.

Van Deventer, et al (2016) further argued that several policies exist in the Southern African region; including those which promote equal access of education to all regardless of their social, economic, intellectual and physical differences. These policies are mainly grounded in the various international declarations of human rights which these countries abide to. These scholars further argue that, despite the fact that a lot of policies which campaign for inclusive education exist, these policies have been challenging to implement. As such, the fruits of the implementation are far from recommendable. By highlighting the state of education during the apartheid era which still characterizes the current education system in South Africa, the authors cited above are of the view that social, economic as well as educational discriminations experienced during the apartheid era cannot be solved by only the equality or inclusive policies.

It comes out clearly that the right to education, accorded so many times by official political declaration made by the UN or other organizations is a part of recognition, but that it is not enough for any human being (Schneider, 2009). The illusion of treating children with special needs just as equally as other children is obviously not enough. Schneider further argued that including these children into mainstream settings requires more than just offering them a seat inside the classroom.

Per se, they suggest that if such policies were to yield results, a number of things have to be taken into consideration, such as the complex realities in South-African schools. It is therefore relevant that other political factors that form the political situation in which they were

introduced be analyzed (Van Deventer, et al, 2016). This research will therefore also present a background to the political and education system in Malawi to effectively analyze the implementation of the SNE policy.

One of the most widespread challenges in inclusive education policy formulation (and by extension, realization), is the lack of clarity and consistency around aspects of inclusive education in the relevant policy documents. The literature shows significant levels of confusion and vagueness, and this filters through to implementation stage (Itimu, 2008). In fact, Mosia (2014), for instance, writing on Lesotho, affirmed that inclusiveness and integration are used interchangeably and understood synonymously, although in reality these two terms denote two very different paradigms.

Similarly, Donohue and Bornman (2014) revealed that in South Africa there is yet no consensus as to what ought or ought not to be described as a disability. This leads naturally to discrepancies in the estimates of the prevalence of disability in the country, and one can see how it might impact on access to inclusive education. This is similar to the case in Malawi where the definition of disability used for the purpose of the census that established a 10.4% childhood disability prevalence, was not in line with WHO's international classification of functioning, disability and health (Banks & Zuurmond, 2015). As such, the researcher feels that there is need to synthesize the knowledge that various actors have in regard to IE.

A further analysis of Malawian educational policy documents clearly showed that there is substantial ambiguity between wider social and individual approaches towards 'special educational needs'. Education in Malawi is currently in a state between the traditional medical deficit model approach to special needs education and social model; an inclusive education approach. The latter is based on a wider definition of special education needs that includes marginalized learners and recognizes the impact of social and institutional disadvantages (Werning, et al., 2016). This explains the problem of ambiguity of definition, just as it is in many other African countries.

For a long time, research in education consisted of research about educational institutions, about equal opportunities, and about professionals working in the educational sector, but it is as if the viewpoint of the main individuals concerned – the children themselves – has been forgotten in this research (Schneider, 2009). This perspective turns out to be even more interpellant once we are focusing on the sector of special education and the children who have special needs. As these children are already considered to be below normal development in mental or physical

terms, their achievement of "normal adulthood" is very unlikely. It seems as if their silence is even "louder" than those of children not having special needs. On this background, Schneider quotes the conclusion of Prout and James (1997, p. 8) who postulate that "Children are and must be seen as active in the construction and determination of their own social lives, the lives of those around them and of the societies in which they live. Children are not just the passive subjects of social structures and processes."

Other scholars such as McCullough (2007) and Schneider (2009) echo that there is a perception that in special education, the student with a disability is the problem and needs to go to a special place to 'get fixed' or at least 'mended'. They assert that the focus is on rehabilitation, therapy and trying to 'make the student normal'. The student bears the burden of change, not the teachers, school or educational system. In inclusive education, it is the system which must change. Disabled and marginalized students are valued for their individuality and uniqueness. They are encouraged to learn and interact with one another in a wide range of methods and activities. Thus, their differences are explored and enjoyed.

It has to be noted, however, that IE in other countries is simply a separate part of an education system, a part that is just tacked on to accommodate those who are perceived to be unable to participate in the current educational process. Education and learning opportunities are major factors in overcoming economic and social inequalities for those seen to be outside typical educational parameters (McCullough, 2007). To date, those Pacific countries that have provided education for marginalized children have tended to focus on children with disability by creating various types of special education systems. Typically, these have followed the models of having special schools for children with specific types of disabilities like schools for the blind, schools for the deaf, or the development of special units attached to regular primary and secondary schools. This development has certainly been well-intended but it results in maintaining a segregated system that continues to regard *the student* as the problem rather than *the education system*. This demonstrates a misunderstanding of how to provide education and learning to all students, regardless of their disability, gender, ethnicity, economic situation or other circumstances that cause exclusion.

Overall, much of the literature focused on the extent to which inclusive education policies were being effectively resourced and implemented for children with disabilities, both by the governments of Low and Middle Income Countries (LMICs) and by the international development sector. Concerns were raised around the lack of clarity over the meaning of

inclusive education, over the preparedness of teachers to include children with disabilities and over the availability and supply of specialist support and technology (Wapling, 2016).

One of the hurdles dogging the realization of IE policy is the chasm between policy and real-world conditions. Vlachou (2012) convincingly observes the wide gap that exists between stated inclusion policies and actual realities. This relates to the fact that within the inclusion policy making apparatus, concepts as human rights and equal opportunities are interpreted in abstract terms. She argues that it is through this abstraction from real social context that most policies have failed to realize the change they envisioned.

Werning, et al (2016) points out that IE is an internationally developed policy mainly by developed countries, and its success stories, experiences and knowledge formed the basis rationale for its introduction in developing countries. The authors have criticized this process as it has proved to be problematic since it disregards the differences in economic, cultural and historical context between developing and developed countries. Their study on Inclusive Education in Malawi, showed that developing countries are torn between idealism of the policy and the reality of the schools. As such, they suggest that there is need for policies, including IE policies, in developing countries to be locally developed and tailored to fit the context intended to serve rather than adopting policies developed in countries which have a totally different economic, cultural and historical context. This further concurs with what Chavuta et al (2008, p. 12) observes that although Malawi is a signatory of the Salamanca declaration on human rights, what characterizes SNE in Malawi does not reflect the Inclusive education the Salamanca declaration envisioned. This paper looked into this situation and the related factors.

Much educational research does not take into account the complex challenges teachers are confronted with (Hammersley, 2002). This concurs with Ball's (1997) observation that research has mostly viewed teachers or the school authority as a problem in policy implementation. "Policy is viewed as the solution and never as the problem", they argue. For instance, some of the reasons for unsuccessful implementation of IE by teachers is due to the instability and ambiguity or lack of clarity in the policies themselves (Bornman & Donohue, 2014). In her paper, Kamchedzera observed about Malawi that "training of specialist teachers is restricted to visual impairment, hearing impairment and learning difficulties and yet there is also a need for multi-disability teachers and regular teachers with special needs education skills" (Kamchedzera, 2006; Kamchedzera, 2010).

In other words, special needs education in Malawi has been narrow thereby making other forms of disability not benefitting much. Due to this situation, many efforts have been focused on changing the approach from sympathetic to human-right based perspective through development, ratification and implementation of disability-friendly policies. As the Global Partnership for Education summaries, the lack of data seriously undermines countries' ability to build and implement sound education sector plans (Itimu-Phiri, et al, 2016).

Secondly, Kamchedzera (2010) concur with Bornman & Donohue (2014) that teachers are encumbered with a flood of policies and habitually these policies contradict each other. As already highlighted above, Chimedza (2015), with reference to the IE policy-making in Zimbabwe, noted that in many developing countries important policies and practices such as the inclusion of students with disabilities in regular schools are a spillover from developing countries. He adds that the unfortunate part of such adoption and adaptation has very limited understanding of local conditions. This is the same case Malawi education meets. As such, it is imperative that such adopted policies and practices are adapted to fit in the cultural context and resource base of the developing countries themselves (Kadzamira, E. et al. (2001). This is critical for the success of any such initiatives. It is in this regard that the paper sought to highlight the voices of the teachers in as far as development of IE policies in Malawi is concerned.

Armstrong and Barton (1999) added that the socio-cultural perspective to disability is a social construct, and not an objective condition. As such, the case of disability and inclusion should be highly contextualized if results are to be met in the education system. These writers emphasize the need to understand disability concepts and issues within socio-cultural and historical contexts in which they exist. To note, the economic situation in most African countries, in this case Malawi as our example, is unable to support inclusion cases in the same manner as in the West. In other words, inclusion may mean placing the child with disabilities in a regular school with or without support.

Itimu & Kopetz (2008) and Chitiyo, et al, (2016) argue that the concept 'inclusion' as used in the education of students with disabilities tends to focus more on inclusive schooling, yet its meaning is much broader than that. They highlight that inclusion should include inclusive schooling, inclusive education and inclusive societies. Where there exist inclusive societies and inclusive education, inclusive schooling becomes much easier. In most African societies inclusion of people with disabilities is limited due to attitudes and stigma against disability that are prevalent.

In Malawi, such cases are recurring. It is assumed that some of the contributing factors to exclusion and or marginalization of a certain group of learners such as children with disabilities from inclusive educational cycle are related to socio-cultural beliefs and attitudes equally at home, school and society in general (Banks & Zuurmond 2015). For instance, according to Munthali et al (2013), prejudice, mockery and abuse take central part in treating children with disabilities negatively. In addition, there is an assumption in Malawi that children born with a disability symbolize punishment from God. Such children are regarded as liabilities in the society and that they are not worth investing in (Mariga et al. 2014). Interestingly, other research findings conclude that parents whose children are in mainstream schools have negative attitudes on inclusion compared to those whose children were not (Pijl et al ,2010).

Despite the challenges, it is also clear that there is an increase in general understanding and acceptance of education as a right for children with disabilities. Teachers are more open to including children with disabilities in their classrooms and when supported, can come up with innovative ways to accommodate their needs. For inclusive education to become effective as a system however, much closer scrutiny is needed over how it is being implemented in relation to children with disabilities and what this is doing to improve their overall outcomes (Wapling, 2016).

Studies such as Sanders and Horn (1998) and Bailleul et al. (2008) as cited in European Agency for Development in Special Needs Education (2010) show that a competent teacher can support and boost academic achievements of children more than other factors. A teacher who is equipped with necessary knowledge and experience is apparently a leading factor to provide equal opportunities and education for all within inclusive setting. The role of a teacher in IE implementation must never be underestimated.

The attitude of the class teacher towards students has a major impact on the success of all students, particularly those with special needs. Classroom teachers must be able to perform different skills, such as the following: acting as a team member on assessment and IEP committees; being innovative in providing equal education opportunities for all students, including Children with special needs (CSN); and individualizing instruction for CSN; advocating for CSN. To sum up, classroom teachers control educational programs for all students (Smith et al., 1998). According to the European Agency for Development in Special Needs Education (2010) the quality of the teacher contributes more to learner achievement than any other factor such as class size, class composition, or background. Reynolds (2009, as cited in European Agency for Development in Special Needs Education, 2010, p. 7) says that "it is

the knowledge, beliefs and values of the teacher that create an effective learning environment for all students, making the teacher a critical influence in education for inclusion and the development of the inclusive school". Such findings justify the focus of this research; to assess the role played by teachers in IE policy development and implementation in Malawi.

Interestingly, Suleymanov (2015) observes, that often teachers are not involved in the planning of their own professional development. This therefore results in a professional practice that is not relevant or directly tied to classroom practice. Colbert et al., (2008, cited in Chitiyo, et al., 2016) records that it is unfortunate that this lack of relevant professional development has prevented the success of many educational initiatives in the past.

Just to rephrase the argument above, disability is a leading cause of marginalization in education, with enrollment, primary school completion and literacy rates of children with disability consistently falling below those of non-disabled children (UNESCO, 2010). Whilst the evidence base is expanding, much of it still focuses on access and attendance, with less attention paid to what happens within classrooms, or to what type of education systems produce the most effective outcomes for children with disabilities (Bakhshi et al., 2013). Wapling's (2016) argument indicated that in terms of teacher education there is much comment about the attitudes and knowledge of teachers, both trainees and practicing, but far less direct analysis of what is happening within classrooms, especially around inclusive pedagogy and adaptation of curricula.

Despite the challenges, it is also clear that there is an increase in general understanding and acceptance of education as a right for children with disabilities. Teachers are more open to including children with disabilities in their classrooms and when supported, can come up with innovative ways to accommodate their needs. For inclusive education to become effective as a system, however, much closer scrutiny is needed over how it is being implemented in relation to children with disabilities and what this is doing to improve their overall outcomes (Wapling, 2016). Therefore, prioritizing on teacher development in this area is paramount if at all IE in Malawi is to progress. Thus, the paper hereby focuses on the teacher and implementation and realization of IE results.

Summing up, the paper is hereby burdened with the responsibility of clearing the debate on the case that IE should no longer just be a concern with educating the child, but even more about how the system itself was constructed and what barriers could prevent a child from accessing learning, such as the practicality of teacher activities in the real mainstream classroom.

2.2. Theoretical framework

This paper employs the theories of communicative action by Habermas and the theory of governmentality by Foucault.

2.3. The Theory of Governmentality

Governmentality is concerned with the art of government, or more specifically, how people are made governable (Habermas, 1984, 1990, see also; Rose, 1996, 1999). It was first developed by the French philosopher Michel Foucault. Foucault published his study of governmentality in 1979 and further developed it within a series of lectures given at the College de France between 1977 and his death in 1984 (Chamberlain, 2014). Further, Chamberlain highlighted the fact that Governmentality is one of the most debatable ideologies for historians, psychologists, sociologists, political scientists, and many others.

Governmentality informs this study to a great extent by placing education as one of the core proxies for exercising power. The theory shapes the study by unveiling concepts that underlie the whole gamut of facets and decisions around SNE; from teacher training to resource allocation, from policy planning to implementation, from training children with disabilities in special schools to mainstreaming them; and others. In other words, the theory informs the extent to which SNE policy planners engage other stakeholders such as teachers, students, parents and others.

Through the term Governmentality, Foucault tried to explain or demonstrate how power relations are performed through governance between the government (state) and its people (public). In his analysis, he argues that governance was more of a sovereign power (the state) exercising power on the public through agents such as education, housing and health (Edwards, 2010 p.353). Dean (1999) on the other hand defines governmentality as an enabling and constraining force and not necessarily a disciplinary force. Of great importance to this paper, this definition avers that government is not the sovereign power exercising authority over its people but rather it creates conditions which enable or constrain the actions of the people (such as teachers, parents, children with disabilities and others) and that these people exercise self-control over their own actions. Such a definition shapes the study through enquiry into whether these conditions created in SNE systems enable or constrain SNE or IE stakeholders to exercise self-control. As Foucault puts it, governmentality involves looking at the actors' (public)

actions as "the forces and capacities of living individuals, as members of a population, as resources to be fostered, to be used and to be optimized" (Dean, 1999, p.20). This perspective could inform the approach of government towards development and implementation of SNE policies by clarifying how the government views parents, teachers and leaners.

As Dean (1999, p.12) suggests, in order to understand the process of governments, it is important to look at the practices and actions of the individuals which have been shaped by government's enabling and constraining measures through apparatus such as education, health etc. "*To analyze government is to analyze those practices that try and shape, sculpt, mobilize and work through the choices, desires, aspirations, needs, wants and lifestyles of individuals and groups*" (Dean, 1999, p.12). It is important to note however, that governmentality: the sovereign power of the state is not only oppressive, but it works and promotes rational or reflexivity among active human subjects (Dean, 1999, p.165).

Rose (1996, p.328) refers to governmentality as the act of "governing without governing society". It seeks to govern through informing choices and practices of the autonomous individual. Rose (1996) further suggests that the individual self must consider themselves as autonomous and as powerful enough to direct the direction of the life and be able to make meaningful choices. This is paramount to this paper since all stakeholders in SNE, more specifically teachers and students with disabilities, are potent enough to make meaningful impact in IE implementation. If the government does not approach them well, they can autonomously accept or frustrate SNE policy.

Fimyar (2008, p.7) emphasizes that governmentality dwells on the concept of freedom; freedom of the individuals to decide or what he calls self-governance but at the same time this freedom must be exercised within the principles or what is considered "normal" in the society. As already pointed out, choice is an important concept in Foucault's work/writings. He views the individuals, in this context; teachers, parents and students with disabilities, as active selves with a lot of choices to choose from each day. Since they have goals, needs and aspirations, they are constantly choosing options which are in a better position to help them achieve what they have set out to achieve. As such, Foucault refers to the individual self as a calculative self, constantly calculating and thinking through their moves (Rose, 1996, p. 329). In this study, that freedom

of self-governance is indispensable in IE policy implementation. Thus, to make IE work, the challenge for SNE policy planners would be to align IE objectives with individuals' goals, needs and aspirations. This guides planners on what approaches to employ, who and when to consult, which resources to make available, just to mention but others.

Organisational governmentality involves management capitalizing on shared goals and the people's norms and values. Central to the concept of governmentality is the will of the individual self to constantly better themselves. Individuals, that is even children with disabilities, are on the pursuit of knowledge so that they can be better than others on the larger global market. Chung (2015, p.5) similarly describes education as one of the tools used to better oneself on the larger global market. This view shapes this study as it attempts to understand facets surrounding SNE and whether or not it addresses the needs of children with disability. Edward (2010) argues that governments have seized an opportunity to provide the training/education the individual self is concerned about. Through institutions like health and education, governments instill in the individual self-values of what is wrong or right. Clearly, governmentality theory informs this study in enquiring how the government of Malawi that has committed to providing SNE to children with disabilities approaches IE policy processes.

Fimyar (2008) tries to explain the relationship between the governor and the governed (the citizen) according to the governmentality concept by Foucault. He argues that to understand this concept it is imperative to understand the nature of both parties: the governor and the governed. Governmentality, is the study of who governs and who is governed. Ultimate to the study is the view of Fimyar (2008, p.4) that "Truth" or knowledge is produced in the interactions in the social, cultural and political scenes. According to Fimyar (2008), what Foucault basically does is to try and explain the paradigm shift in governing. Foucault noted that governing shifted from being the sovereign power that ruled over its people (centralized) to a more decentralized (power to the people). This view places teachers and all stakeholders at a very critical role in IE policy development and implementation process; advocating for balanced participation all the way. As such, this conception guides the enquiry into whether or not the policy planners regard other stakeholders as such equals.

Governmentality comes from two common words, "govern" and "mentality". Govern which is the exercise of power by a sovereign entity over others and mentality which has to deal with

reason and rationality (Fimyar, 2008, p.5). "Governmentality may be described as the effort to create governable subjects through various techniques developed to control, normalize and shape people's conduct" (Fimyar, 2008, p.5). Peter & Burbules, 2004(in Chung, 2015, p. 33) argues that human beings are objectified through several processes in the society. The first objectification which the authors refer to as the 'scientific classification' is aimed at the productive citizen. Economy, medicine or social science are some of the vehicles used in objectifying the productive subject. The authors further argue that education and its goals are intended to "produce subjects of a particular kind, or shape populations in particular directions" (Chung 2015, p.33). SNE in Malawi falls under the same notion. This view helps this study to ask whether the government of Malawi approaches SNE teachers and or students as subjects or governing partners; and its subsequent impact on IE.

The second process in which subjects are objectified is the process in which Foucault referred to as 'dividing practices'. This process categories subjects into groups i.e. "me and others, developed and developing countries, members and outsiders, local and world class" (Foucault 1977 in Chung 2015, p. 34). Relevant to this paper, this process informs questions like "Does SNE/ IE in Malawi promote classification of students and teachers into "us and them", and why"? How does that affect the success of IE in Malawi? Such classifications are likely results of SNE policy stakeholders' approach towards teachers, learners, parents etc.

Thirdly, the other type of objectification largely informs this study as it would determine whether students with disabilities thrive in IE or SNE institutions. This process is what Foucault termed as "subjectification" the process by which one is made into a subject. This is basically the work of the individual self or more specifically what (Rainbow, 1984, p. 11 in Chung, 2015, p. 34) calls 'self-formation'. The subjectification occurs as a result to the individual's (say teachers and students with disabilities') relationship and interaction to the self, others, knowledge and power. All these factors as Foucault argued are what confronts the individual self with two possibilities: the possibility to resist or the possibility to change to a different subject (Foucault, 2000, p. 459 in Chung, 2015, p. 34). This is a crucial element to this study in trying to understand SNE or IE where the success in implementation depends on whether institutions and stakeholders adjust to the environment or resist. It informs decisions on whether to adjust institutions in order to meet the needs of leaners with disabilities or vice versa.

Indeed, this type of subjectification or formation of self is of more interest in this research. Chung, (2015, p.35) discusses a very interesting issue of ethics or what Foucault refers to as 'the aesthetics of self'. Thus, we should always note that an individual is self-critical and a reflective self. An individual is made up of 'himself or herself' as a moral subject of his/her own actions (Foucault, 1997a in Chung, 2015, p.35).

Foucault (1997b, p. 319 in Chung, 2015, p. 35) suggested that we must understand that what we are as individuals is 'a critique of what we are which is one and at the same time the historical analysis of the limits that are imposed on us and an experiment with the possibility of going beyond them.' Equally, it suggests that in handling SNE policy, facets that shape stakeholders must be understood as it will determine whether implementation succeeds or not.

Related to Ethics, Chung, 2015, p. 35 draws our attention to another interesting term which is morality. By definition, it is 'a series of acts conforming to a rule, a law or a value' (Foucault, 1987, pp. 25-28 in Chung, 2015, p35). Therefore, an individual is seen as a self that can be governed, has ethical and moral obligations, and is in pursuit of being a better and different subject (Foucault 1997c in Chung, 2015, p. 35). When authorities follow this notion, they may not bother involving teachers and students with disabilities during planning stages of policies; assuming that they are ready to accept knowledge as their obligation without questioning.

However, according to Foucault, an individual is a 'knowing subject'. Knowledge is what forms the 'basis for accepting or refusing rules' (Chung, 2015, p.35). Human beings are social and juridical and that their actions are based on the relationship with self and others (Foucault 1997c, pp. 200-201 in Chung 2015, p. 35). Since individuals act based on their ethical considerations and not necessarily by actions imposed on them; what Foucault repeatedly refers to a subject with freedom of choice, therefore, teachers and other policy implementers act as knowing subjects, aware of their own ethical and moral obligations, in pursuit of being a better self and acting as a reflective subject able to accept or reject the rules/policies imposed on them. The freedom Foucault emphasizes must also be understood as the freedom to reject/refuse to 'follow the routine, to keep repeating the past and present' (Chung, 2015, p.37). Sometimes this refusal is good for the development of better and functional policies. In this context, teachers' refusal

of SNE policies would be seen as a good feature in developing policies that are more inclusive and reflective of real needs of stakeholders.

One important concept of governmentality is the perception of the population as active, autonomous and living beings. Hence, from this perspective power was referred to as bio-power while bio-politics was the term that referred to the government's efforts to improve and better the health, education and way of life of these active human beings (Fimyar, 2008, p.6). Government categorizes its population into groups according to their characteristics in order to plan its initiatives. The groups are based on age, race, health (sick and healthy; disabled and "normal", employed/unemployed etc.). Bio-politics will examine how these different groups affect the success of the state. This concept weighs in the study a lot; denoting that bio-politics gauge whether one group constrains or promotes the success of the whole (population) and in the end the government eliminates the groups which negatively contribute to the government (Fimyar, 2008, p.6). This perspective informs the underlying principles of SNE; whether the government has condemned and given up on leaners with disabilities by isolating them into SNE schools. Bio-power is also at play among teachers as they will regard themselves as independent and active members who need to be fully consulted in IE policy process. It informs the approaches and guides policy planners to decide the level at which to involve who.

Foucault defined government as the "conduct of conduct": The act of exercising power or authority in controlling or directing the conduct of another person. The guidance of conduct can occur at different levels, for example, within oneself, interpersonal relationships with others and with or among systems (Gordon 1991 in Tremain, 2015, p.16). In this view, it is safe to note that at all levels there is power governing. Teachers and SNE learners are already subjected to governance that will either contradict or align with IE policies. Important to note is the fact that this power is not directly exercised on subjects. According to Foucault, this power focuses not only on present actions and their consequences but also future actions the subjects might endeavor in. It is likely to inform the attitudes and perceptions of stakeholders towards IE policies; and how it works out around their lives.

Legitimation and sovereignty has always been major issues of political philosophy. Surrounding political studies are questions like, "What are the foundations of legitimate rule?" What is the nature of sovereignty? What is the most form of government? On What grounds

can rights be based? (Tremain, 2015). However, Tremain continued to argue that although Foucault did not rightly refute these questions, he however disagreed with the views that power is something that is "exchanged, given, or taken back" According to him power is "exercised and exists only in action" (Tremain, 2015:12). It must be noted therefore, that Foucault, in his studies, aimed at exploring the ways in which human beings are "transformed into subjects" rather than looking at how power is exercised over the subjects (Gordon, 2000). As such, Foucault observed that power is not repressive, although violence and consensus surround issues of power (Foucault, 1991), they are not ideally what constitutes the nature of power. He was very much interested in understanding how power is exercised. According to Foucault, power is best exercised through productive constraints. Thus, power should be able to make subjects function in a way that constrains them.

Productive power and governmentality

The role of social model cannot be ignored in this study. Socially, governmentality and power are intertwined with normalization and character building. Of critical value is Foucault's argument that power is exercised between free and independent subjects (Foucault, 1991). Such subjects could be parents, teachers, students and other members in our societies. Sandemo, (1999 as cited in Askheim 2012, p.84) highlights how Foucault was much interested in understanding how power dynamics plays out in more concrete and complex situations. Thus to say how power comes to play in the everyday interactions between people such as teachers and learners. This concept shapes this study to examine how stakeholders such as teachers position themselves as power is exercised across; whether or not they are ignored in the process of IE policy.

Foucault espouses that Power intends to bring out the best in people in order for them to be able to behave in a certain desirable manner (Foucault, 1991). Therefore, power is said to be productive or constructive as it builds up what was hidden inside an individual. This power Foucault explains is meant to get people to behave in a certain way or stop them from behaving in an undesirable manner. It follows therefore that such power is emancipatory. Of special value to this study is how such power works in teachers towards SNE policy implementation. More explicitly, this notion guides us to enquire whether such power will help teachers to behave differently at SNE policy implementation stage depending on the degree of involvement at planning stage.

Foucault 1980, 1999 as cited in Askheim 2012, advocates that power and knowledge are two sides of the same coin. It is intriguing to note that Askheim equates knowledge with power as indicated above; knowing that teachers possess firm levels of knowledge as SNE policy implementers. Askheim points out that knowledge from science and other sectors is what forms the basis for power (Askheim, 2012). He elucidates that from science and research we get to know the nature of the object or subject. Engelstad 2005 as cited in Askheim 2012 p.86 says that from science we can see what is or not the truth; right or wrong and how problems can be solved. In other words, knowledge empowers individuals. This view guides this study to explore how knowledge/ power that SNE stakeholders possess affects policy achievement. More unambiguously, whether the amount of such knowledge that stakeholders such as teachers possess informs the extent to which they get involved at different stages of the SNE policy process.

Also fascinating to this study is the view of Hanssen and Sandvin 2003, cited in Askheim 2012 that most governments have replaced their political will to remove barriers that people with disabilities face in the society with rehabilitation. These are critical facets that mantle SNE or IE policies in Malawi as well. They inform this paper since indubitably, rehabilitation cannot address all the challenges of people with disabilities, leaving SNE or IE with its undisputed value. More vital to the study is to note that the authors are not against rehabilitation, but they reason that rehabilitation must supplement the inclusion of people with disabilities in the society (Askheim, 2012 P.69).

As seen, Askheim emphasizes that Foucault's analysis takes us away from the notion that power is oppressive; but rather productive (Askheim, 2012 P p.85). Foucault's main focus was on individual power on the micro-level and not the structural power (macro-level). This is of unique importance to the study in that it guides the enquiry on whether and or how such individual power for stakeholders to SNE policy affects the policy process. Undeniably, when we focus on individual coping we then ignore the structural problems that lead to discrimination and marginalization. This too is crucial to the study in assessing how macro-power within SNE policy planning structure affects policy implementation, especially how policy planners use their power on subjects under them.

Then there is the role of discourse to this study. "The concept of discourse can be easily defined as the patterns of thought that fall under the foundation of how a phenomenon is defined or a system of statements or perceptions is constructed" Askheim 2012, p.86 citing (Solvang 2000,

Grue 2001). This discourse is what forms the heart for what is true or what is right or wrong. In this case power acts as a disciplinary force, guiding its subjects on what is right or wrong. This knowledge is usually asymmetrical in nature; where one (who has power) has more knowledge than the other (the object). This notion places SNE policy planners above implementers such as teachers; and informs the top-bottom approach to IE policy development. Foucault describes the object (like teachers) as "the other" whose identity comes from what the experts (policy planners) have defined as normal (Foucault 1980, cited in Askheim 2012 p.87). In this view, SNE planners would be vindicated if they did not adequately involve implementers during planning stages. They should just implement what has been handed to them as perfect.

There is a strong argument by Vågan and Grimen 2008 cited in Askheim 2012, p.87 about the role of teachers in modelling the society. This study equally positions teachers at the core of SNE policy implementation process; aligning perfectly with this theory. Askheim claims that professionals like teachers are the governments' tools in raising productive citizens in the society. These professionals bring to light knowledge about what is sensible or morally correct for the citizens. Professionals use various technologies to exercise this power in the society, a common technology they use is called "self-technology" which focuses on how the citizens can transform themselves into objects of self-control. The citizens use the knowledge provided by the society in order to assess and understand themselves (Askheim, 2012 p.88). It is this perception that shapes the study to enquire into the role of teachers in producing productive citizens out of children with disabilities by successfully implementing the SNE policy.

Equally important is what Askheim notes; that Foucault's governmentality was aimed to show the kind of power which focuses on establishing self-controlled citizens who are autonomous and self-sufficient…in other words "help people to help themselves" (Askheim, 2012). These are the views that inform SNE policy planners to decide whether children with disabilities should be mainstreamed or trained in special schools, and what type and elements of a curriculum should be offered to them and others. Dean 2006 cited in Askheim 2012 talks about pastoral power which Foucault maintains that it is the kind professionals like teachers and social workers possess in modern day society. This pastoral power is like the role of religion as a moral compass, showing people what is right or wrong. Under pastoral power notion, teachers are indispensable. This view informs many decisions in SNE policy process such as allocation of resources and training of teachers.

Similarly, policy planners superior to teachers are expected to exercise their pastoral powers

aptly. According to Askheim, pastoral power does not aim to oppress those without power but to give guidance on what is right or wrong. Being able to lead citizens into making morally right decisions on their own. Those with power (professionals) give information to those without power which is meant to be used when they make decisions. This is productive power and governmentality. This notion interests the study in trying to understand whether or not role of teachers and varying approaches to teaching and learning in SNE institutions affect IE policy achievement.

2.4. Habermas model
Communicative Action

According to Habermas, the lifeworld of an individual is characterized by "culturally transmitted and linguistically organized stock of interpretive patterns" (Habermas, 1987, p. 124 in Keeffe, 2003 p.70). As individuals, we belong to a certain society and are part of various social interactions in this society. These interactions become what Keeffe, (p.70) describes as "inherently familiar" and all life experiences the individual encounters are interpreted based on these interactions and knowledge gained. It is important to note that language and culture are primary and components of the lifeworld, as these tools help one to actively participate in interactions and share their knowledge and understanding and thereby helping the group to reach a consensus of a matter. This model shapes this study as it advocates for the role of interaction and culture on children with disabilities in the realization of IE policy in Malawi. Simply put, IE paradigm believes that children with disabilities can better attain their education if they are allowed to mix and learn with their peers within their societies in mainstream schools under their cultural environment where communication and interaction is easy, just in line with Habermas model**.**

Boundaries of the lifeworld are flexible in the sense that an individual can move the boundary depending on their understanding of a matter. More complex issues tend to demand wider lifeworld boundaries and less complex (familiar) issues are not so demanding. "Familiar or predictable situations are those that have been substantively interpreted and incorporated or rejected within the language and cultural perspectives of the lifeworld" (Keeffe, 2003 p.71). In this regard, the model augers well with this perspective of this study; that under IE, children with disabilities would learn better as they resolve issues, whether more or less complex, together with their peers as they understand one another within the frontiers of their lifeworld. One challenge for IE policy planners here is to create an all-embracing school culture or society

where children with disability can freely share the same lifeworld boundaries with the rest of the community.

Regmi (2017, p.681) emphasizes that language and rationality are major concepts in the theory of communicative action; in which through communication the shape human action. Habermas concludes that the lifeworld stems from mutual communication or language, goals and shared beliefs (Regmi, 2017, p.681). Debate (argumentation) is what determines the boundaries of the lifeworld. Issues are raised through interactions and understanding of the issues occur when "speakers and listeners" actively exchange information or alternatives. These understanding of situations is what sometimes forms the values and beliefs of a person (socio-cultural) (Keeffe, 2003 p.71). By placing students with disabilities in mainstream schools, IE strives to achieve this interaction and understanding amidst all students regardless of the differences. It should never be about just giving the students with disabilities desks at a mainstream school.

Likewise, stakeholders in Malawian IE have to be part of the argumentation in order to be part of the consensus and in that way the eventual action taken in the classroom will be valid and meaningful for all stakeholders especially teachers as Habermas suggested. Keeffe, however warns that reaching a consensus is not a simple task. Misunderstandings and conflict of the actors are some of the factors that hinder consensus of issues. In every society, there is need for order, this is what Habermas argues that to achieve cohesion and order in the society, there is need for the formation of "external systemic strategic structures" such as the law. These strategic structures were introduced to address the "complex demands of the lifeworld" (Keeffe, 2003 p.73). The system world of the society is the opposite of the lifeworld in the sense that system world is "strategic, imposed and external". Regmi (2017, p.681) points out that the colonization of the lifeworld by the system world is the problem most societies are facing. As a result of this colonization, most relationships or interactions are no longer based on mutual understandings/languages/goals but rather they are driven by power/money. It is the position of this study that when IE policies take the shape of the system world, planners just dictate them on implementers under antagonistic environment.

Habermas (1987 in Keeffe, 2003 p.72) is of the view that the system world generates from the interactions of the lifeworld and the complexity thereof. Although the system world is born out of the interactions, values, beliefs of the lifeworld, there is still tension between the two worlds. As Habermas highlights, in the past, lifeworld and system world were not so detached. He gives an example of marriages: informal structures in the society formed the basis of action/power than formal systemic structures. However, recently, societies have become complex, they are

no longer the societies we used to know. Boundaries of societies have been widened due to modernization and globalization hence increased complexity in our societies today. In this complexity, there is increased demand for social integration hence the introduction of legal systemic structures to govern, guide and supervise human interaction or action in the lifeworld thereby maintaining cohesion and order (Keeffe, 2003 p.73). As the interactions in the lifeworld become more and more complex, the system world also becomes more and more strategic to address the complexity in the lifeworld and as a result becomes more and more detached from the lifeworld (Keeffe, 2003 p. 73). Most likely, IE policies have to be strategically and inclusively developed and implemented in order to be successful in our modern and complex societies.

As Keeffe (2003, p.73) explains, the tension between lifeworld and system world results in mismatch of system requirements or laws and action in the lifeworld. The system requirements can be translated to IE policies in Malawi and the lifeworld actions can be likened to the actions of the teacher in the classroom.

However, Habermas' theory has been criticized on several fronts. Scholars such as Evers & Lamkosi (1991 in Keeffe, 2010 p.6) argued that a shared consensus is almost impossible to achieve as people in the societies have diverse personal goals and everyone will be pushing to their end. Other actors are stronger than others and can influence the consensus of issues in the lifeworld at the expense of weaker personalities. Some children with disabilities and even some teachers who feel inferior in IE policy implementation schools are under the same illusion. Such actors are less likely to comply and more unwilling to take part in policy implementation.

In response to this, Habermas admits that there will indeed always be people in the society with diverse goals and people with strong personalities influencing the decision or direction of the shared consensus. Although these factors influence the degree in which people reach a shared understanding of an issue in the lifeworld, they are inevitable components of debate. That is, all IE policy stakeholders especially teachers deserve; to be part of the argument and resolution processes of policy development and implementation.

Some scholars such as Dews (1995) wondered if Habermas had considered the possibility of multiple lifeworld which may sometimes overlap. He was of the view that there is no single lifeworld where all human experience is shared. As Dews (1995 in Keeffe, 2010 p.6) argued, when we examine the possibility of multiple life worlds we come to the observation that some life worlds are larger than others therefore:

"One large lifeworld would render the powerful intersubjectivity of the lifeworld irrelevant because the lifeworld itself would become the purpose or end product of communicative action or social change and not the sphere from which interpersonal interactions are sourced"

However, Habermas still maintains that whether there exists multiple or single life worlds the most important thing is familiarity and autonomy which in turn will lead actors to the process of harmonizing their multiple and sometimes diverse perspectives to promote "positive social change" (Keeffe, 2010 p.6). Similarly, though the lifeworlds of children with disabilities may seem to be different from the rest of the school society, IE chooses to contend that familiarity and autonomy will occur in due course, leading to desired harmonization in the learning process.

His later works, Habermas (On the Pragmatics of communication, 1999) emphasizes the complexity of the lifeworld and that every actor in the lifeworld has the freedom to choose to accept, harmonize or reject alternative views from other actors in order to reach a shared consensus. Habermas' theory can therefore be used to shade more light on the complex issues surrounding IE and its policies in Malawi. Most notably how consensus is shared or reached and the process of argumentation more specifically participation of different actors or stakeholders in debating issues of IE in Malawi to define and redefine their understanding on the same. It can also be used to examine the tension that exists between the life worlds of the actors (teachers) and the system world of polices. As Habermas would argue, socio-cultural interactions in the lifeworld informs the understanding of issues a person has, this actor can similarly through engagement accept or deny harmonizing of diverse alternatives from other actors thereby influencing the attainment of shared consensus (Keeffe, 2010 p.7).

As already highlighted, familiarity, autonomy and the will to harmonize alternative views is what leads to positive social change. Habermas suggests that, the detachment of the lifeworld and the system world does not necessarily equate to compliance in the lifeworld. He suggests that actors (teachers in this case) be involved in the decision making, that is argumentation in the system world (policy making)- This way the values of the system world are thereby internalized in the actors and action for positive social change (in the classroom) comes naturally (Keeffe, 2010 p.8).

By engaging in debate, the stakeholders share a mutual understanding and come to a consensus. The teachers' lifeworld is characterized by social, cultural and linguistic interactions with the school administration, fellow teachers, parents and students. Based on these interactions,

understanding of issues such as IE are born and in turn these inform teachers' actions in the classroom and this knowledge also forms the basis of denying or acceptance and internalization of systemic laws (policies). Keeffe, 2010 (p.8) argues that decisions based on compliance and obedience of systemic laws are unreliable and inconsistent compared to decisions gained from moral reasoning (shared consensus) as a result of active participation in the argumentation or debate of issues of IE in Malawi.

As we have earlier discussed, actors in the lifeworld have diverse goals and opinions and we can say that without sharing the consensus or understanding of the systemic law (policies), teachers may sometimes opt to act based on their own understanding gained through their lifeworld culture, and this may sometimes be to the contrary of the systemic or policy requirements.

Model for Policy Formulation and Implementation:

https://www.researchgate.net/figure/Revised-Conceptual-Model-for-Evidence-Informed-Policy-Formulation-and-Implementation_fig2_286396163
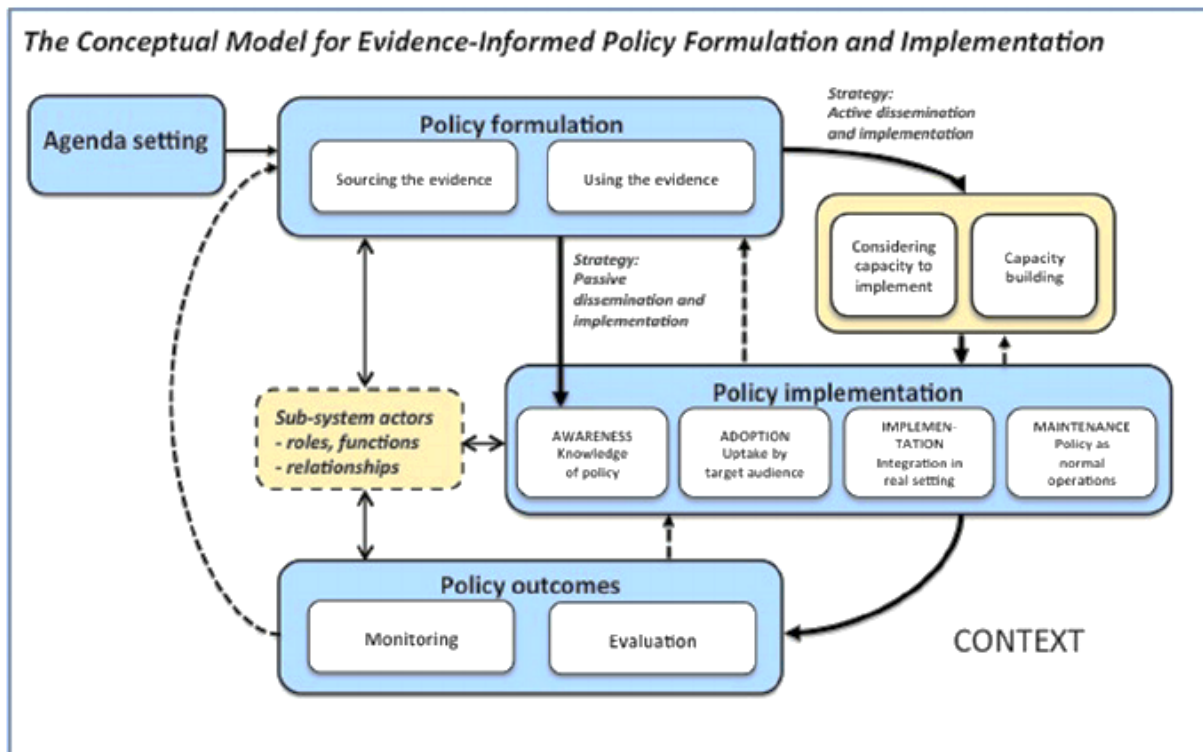
Clearly, this model represents how a productive IE policy process must be operationalized. The Evidence-informed policy formulation model largely informs this study. It has been used to

demonstrate how IE policies can be successfully realized if input from key stakeholders like teachers and students is valued and used. Simply put, this is what the model says in regard to policy development and implementation.

Agenda Setting: Being the first stage in the process, the government at the apex of policy actors rolls out the agenda. Usually, the agenda may be informed by what is going on globally, of course driven by local need and applicability, in a particular sphere of life (Benoit, 2013. p.1). For example, if international organisations are calling for inclusion of people with disabilities in our societies, the government will set that out as the agenda to include students with disabilities in mainstream schools.

Policy formulation: This is one of the most crucial stages in an evidence-informed policy development process. At this stage, the government engages policy experts to collect evidence to corroborate the agenda (Benoit, 2013 p.2). For instance, baseline surveys are conducted on issues surrounding SNE in the country. This is where planners must involve all stakeholders if the policy is to work as seen in the model where information is shared across sub-system actors. Of paramount importance to IE policy formulation is the input from teachers, regardless of whether or not there was a similar policy in implementation.

At this point, IE policy planners must take a passive strategy or approach to avoid dictating the issues but rather, allow actors to contribute as much information as possible. Quick feedback from the policy that is on the ground, if any, must continue coming in to shape and improve the new one. The following questions must be asked by planners and answered by actors on the ground; *Are people adequately aware of policies around IE or SNE? Did the forgoing policy fit into the cultural context of the target community? If no, how can the incoming IE policy be shaped to fit in the cultural context? Is the preceding policy being successfully implemented, and why? Is the policy satisfactorily being supported or maintained*? When the incoming policy has been adequately collaborated by the evidence gathered, policy planners proceed to use it and start preparations for implementation.

Capacity Building: Planners must consider the capacity of all actors in policy implementation. For instance, IE policy planners engage to establish whether institutions and teachers have the capacity to implement the policy. Otherwise, institutions have to be adapted or developed, teachers trained and communities sensitized to accommodate children with disabilities. It is also at this stage where initial structures of advocacy takes shape.

Policy Implementation: When all structures are in place, the policy should be rolled out, usually starting with a pilot phase. Quick feedback is vital to make constructive and timely interventions if necessary. Awareness campaigns must continue to combat hurdles of acceptance. Since this is adoption stage, continued modifications in institutional structures, attitudes and personnel are needed. Through monitoring tools, policy planners collect quick feedback on the progress of implementation; that is, how the policy is being embraced by the students and general community, and maintenance; referring to support that the policy receives from all stakeholders during actual operationalization. This stage calls for financial and moral support from the government towards institutions particularly teachers and students with disabilities.

Policy Outcomes: This is the last stage in the vicious circle of policy development and implementation. Predominantly, monitoring and evaluation informs decisions and processes of this stage. At this point, it is most likely that the objectives of the policy will have been achieved if this model was adopted. Policy outcomes become the evidence to continue informing further policy formulations in stage one. The circle goes on and on. Evidence-informed policy formulation model is the best approach to successful IE policy development as it allows all stakeholders to have their input throughout the process.

3. CHAPTER THREE: METHODOLOGY

3.1 Introduction

The most important methodological choice researchers make is based on the distinction between qualitative and quantitative data. Just to be clear, **qualitative** data takes the form of descriptions based on language or images, while **quantitative** data takes the form of numbers (Bryman & Bell, 2015).

Qualitative data is richer and is generally grounded in a subjective and interpretivist perspective. However, while this is generally the case, it is *not* always so.

Cameron & Price (2009) argued that qualitative research supports an in-depth understanding of the situation investigated and, due to time constraints, it generally involves a small sample of participants. For this reason the findings are limited to the sample studied and cannot be generalised to other contexts or to the wider population. Nonetheless, if properly and carefully

designed and carried out, qualitative study results can equally be generalized. Popular methods based on qualitative data include semi-structured or unstructured interviews, participant observations and document analysis. Qualitative analysis is generally more time-consuming than quantitative analysis.

Quantitative data, on the other hand, might be easier to collect and analyse and it is based on a large sample of participants. Quantitative methods are based on data that can be 'objectively' measured with numbers. The data is analysed through numerical comparisons and statistical analysis. For this reason it appears more 'scientific' and may appeal to people who seek clear answers to specific causal questions. Quantitative analysis is often quicker to carry out as it involves the use of software (Cameron & Price, 2009). Owing to the large number of respondents it allows generalisation to a wider group than the research sample. Popular methods based on quantitative data include questionnaires and organisational statistical records among others.

The choice of which methodology to use will depend on the research questions, the formulation of which is consequently informed by your research perspective (Cameron & Price, 2009). Generally, unstructured or semi-structured interviews produce qualitative data and questionnaires produce quantitative data, but such a distinction is not always applicable. In fact, language-based data can often be translated into numbers; for example, by reporting the frequency of certain key words. Questionnaires can produce quantitative as well as qualitative data; for example, multiple choice questions produce quantitative data, while open questions produce qualitative data.

From those two main research paradigms, there are a number of strategies and a thoughtful choice had to be made on the suitable strategy for this research study. The researcher used qualitative method, more specifically in the form of a semi-structured questionnaire. The rationale behind this was that, since time and resources were limited, large scale study could not be carried out as it is mostly the case in quantitative data as seen above. Therefore, qualitative data approach was used which allows for an in-depth inquiry of a smaller study sample. In total interviews were conducted with 11 participants.

Figure 1 below shows the four main types of research strategy: case study, qualitative interviews, quantitative survey and action-oriented research.

Start of Figure

Figure 1   Main research strategies

For the purpose of this study Qualitative interviews and case study were chosen as the main research strategies and End of Figurehere is what these strategies entails:

Qualitative interviews: There are different types of qualitative interviews (e.g. structured, semi-structured, unstructured) and this is the most widely used method for gathering data. Interviews allow access to rich information. They require extensive planning concerning the development of the structure, decisions about who to interview and how, whether to conduct individual or group interviews, and how to record and analyse them. Interviewees need a wide range of skills, including good social skills, listening skills and communication skills (Cameron & Price, 2009). Interviews are also time-consuming to conduct and they are prone to problems and biases that need to be minimised during the design stage. This is in line with the study focus of my research. To minimize bias in the research triangulation method was deployed. As earlier stated I used Secondary data in addition to the oral interviews. Furthermore, field observation was carried out inorder for the researcher to appreciate those factors that hinder proper realization of inclusive education around the school. During the interviews, non-verbal cues were noted down so that non-verbal information is not lost along the way.

Case Study: According to Cameron & Price, (2009), this focuses on an in-depth   investigation of a single case (e.g. one organisation) or a small number of cases. In case study research generally, information is sought from different sources and through the use of different types of data such as observations, survey, interviews and analysis of documents. Data can be qualitative, quantitative or a mix of both. Case study research allows a composite and

multifaceted investigation of the issue. This research study employed the use of case study to assess the scope of teacher involvement in policy formulation and implementation. Two case sites where identified (School A and School B) which rendered the study a multiple case study. Prior to identifying the case sites, I already had the phenomenon I was going to examine which was teacher voices (Formulation and implementation). Consequently, I decided that my study would be comparative, thus, comparing if teacher involvement is more pronounced in the urban area or vice versa and the implications thereof.

Cameron & Price (2009) suggested that it is possible for one to choose a strategy that includes the use of secondary data. Secondary data is data that has been collected by other people (e.g. employee surveys, market research data, and census). Using secondary data for your research project needs to be justified in that it meets the requirements of the research questions. The use of secondary data has obvious benefits in terms of saving money and time. However, it is important to ascertain the quality of the data and how it was collected; for example, data collected by government agencies would be good quality but it may not necessary meet the needs of your project. Documents surrounding Inclusive education policies in Malawi were used as a secondary source.

It is important to note that there should be consistency between the perspective (subjective or objective) and the methodology employed. This means that the type of strategy adopted needs to be coherent and that its various elements need to fit in with each other, whether the research is grounded on primary or secondary data.

This study used qualitative methods to find out factors that influence proper implementation of IE in Malawi and also to find out how different actors can work together to come up with better IE policies in Malawi. I identified qualitative interviews as the suitable study strategy for this research because as seen above, it provides a platform for in-depth phenomenological enquiry. The research aims to find out the role of teachers in IE policy implementation. Such roles may be affected by deep rooted and intertwines facets that need in-depth enquiry. As such, qualitative interviews emerged the best research strategy for this study. This would be complemented by researcher's observation during the interview to gather all the relevant information from the participants. Further, IE concerns learners who have impairments. These children are subjected to issues that have cultural, social, political, economic and emotional

bearing in Malawian societies. These can only be adequately investigated by in-depth enquiry which is qualitative.

Having identified qualitative interviews as the strategy, this section describes the research design, study design, study site, population size, sample size and sampling procedure, and tools. Furthermore, it also describes the methods and techniques of data collection and data analysis. Ethical considerations of the study are also presented herein.

3.2 Research design

It provides us with the step-by-step way of carrying out the study; from planning, data collection, data processing, data interpretation to establishing results. This chapter responds to the question of "*how do we get to conclusions that address the research question that I have put forward?*"

Bryman & Bell, (2015) advised that in planning a project one needs to think about how he or she will design and conduct the study as well as how to present and write up the findings. The design is highly dependent upon the research strategy. It refers to the practical choices regarding how the strategy is implemented in practice. I had to think about what type of data (evidence) would best address my research questions. For example, Bryman & Bell (2015) said that when considering case study research, questions of design will address the choice of the specific methods of data collection, e.g. if observation, what to observe and how to record it? For how long? Which department or work environment to observe? If interviews are chosen, you need to ask yourself what type? How many? With whom? How long should they be? How will I record them? Where will they be conducted?

The following list (adapted from Cameron & Price, 2009) shows some of the different types of data, or sources of evidence, available to draw on: *interviews, observations, diaries, conversations, reports, statistics (e.g. government), surveys, focus groups, organisational records, documents (e.g. organisational policies), workshops, and secondary data.*

Evidently, interviews and observation were chosen in order to gather in-depth data about factors that surround the role of teachers and implementation of IE in both rural and urban schools.

Prior to recruitment and data collection, permission was sought for the study from the District Educational officials within each of the selected districts through pre-arranged meetings and written correspondence (see appendix). District Education Offices were informed of the purpose of the study, methodology, schools and the targeted sample size. They were also informed on how the results of the study would be disseminated.

3.3 Study design

The study used semi structured questionnaire to conduct in-depth interviews with teachers in the selected schools. Semi structured questionnaire enabled me to guide the respondents to remain along the line of focus while also allowing for freedom to pour out all the relevant information that the respondents have. Guiding the respondents is important to avoid loading the interviews with irrelevant information as respondents can sometimes go off track when they are addressing emotional issues. On the other hand, it was vital not to use entirely structured questionnaire since that would hinder respondents from expressing themselves freely. According to Cameron & Price (2009), this would conceal a lot of vital information thereby diluting the whole essence of qualitative phenomenological enquiry; which is to discover in-depth issues, feelings, perceptions, values and beliefs surrounding a situation.

3.4 Study site

The study was conducted in Malawi in two selected secondary schools, School A (urban) and School B (rural), both in Blantyre district, southern part of Malawi (see Appendix for map of Malawi in Africa and map of Malawi). I used these two schools inorder to compare teacher involvement in policy formulation and the implementation strategies in rural and urban schools and to see if the location of the schools affects the said teacher involvement.

According to the Malawi Population and Housing Census (2018) Blantyre district covers an area of 2,012 square kilometers and has approximately a population of 809, 397. It was named after Blantyre, the birth village of David Livingstone in Scotland, one of the first missionary explorers who came to Nyasaland, as Malawi was called before independence in 1964. Blantyre is one of the major commercial cities in Malawi. Blantyre was also found to have schools implementing IE policy in both urban and rural settings of livelihood. It therefore provided a suitable setting for comparative study in IE policy implementation in Malawi by using one school in the urban setting and another in the rural setting within the same district. This is also cost effective to the

researcher since I did not have to travel across districts to gather information between the two schools. Blantyre has an average number of people with disabilities (age 5 and above) according to PHC 2018, p.213 (NSO, 2019). The city has 45, 863 people living with disabilities out of the regional total of 678, 880 and national total of 1, 734, 250, with a good number of them attending school through IE in those identified rural and urban schools of Blantyre. As such, the schools were chosen to be the study site for this research.

SCHOOL	PD	VI	HI	LD	LV	TOTAL
A	3	16	18	5	2	44
B	2	2	14	10	29	57

TABLE 1a : Population of special needs learners

3.5 Study population

Eleven teachers from two selected secondary schools were the respondents in this study. Two criteria were used to select the eleven teachers. Firstly, being schools that implemented IE, all teachers qualified to be respondents for the research more preferably though, those with prior training in either SEN or IE (School A had 2 teachers trained in hearing and visual impairment respectively while school B had 1 teacher trained in visual impairment). This was the case because such teachers would provide much needed in-depth information on both the side of students' experiences and the side of teachers versus IE policy makers. That notwithstanding, any teacher was welcome to provide the information. That takes us to the second criterion: voluntary offer. The researcher involved teachers who volunteered themselves. This was the best way to do it because according to Verma & Beard (1981), respondents who offer information voluntarily are more likely to be open and forthcoming with all the information that they have. Such willingness is vital in academic writing for both ethical consideration and quality of data gathered for the paper. I did not also overlook the issue of gender. Both female and male teachers were included in the study proportionally to make data more representative of the society that embeds it. (Refer to table below)

Gender	School B (rural)	School A (urban)	Total
Female	2	2	4
Male	4	3	7
Total	6	5	**11**

TABLE 1b: Study Population

3.6 Sample size determination and sampling procedure

Verma & Beard (1981) advocated that determining sample size and sampling procedures are very important stages in designing a research since they affect the validity and reliability of the study results. This paper used purposive sampling to establish the study population. Firstly, purposive sampling was used in selecting the districts where the study was conducted for reasons discussed above. The district of Blantyre offered a suitable setting for comparative study since it had schools implementing IE in both rural and urban areas conveniently. Purposive sampling is when a specific group of people is selected for the study because of the characteristics that the group possess (Kothari, 2014).

Since all teachers at mainstream schools could offer the required information as long as they were willing to do so although those with prior training in SEN/IE would offer more insights. However, purposively selecting those with training in SNE/IE only would mean ignoring the role of mere teachers in this research which aims to assess factors that affect IE implementation and for which such teachers would be part of it. Therefore, the population was purposively selected to include all the much needed characteristics; regular teachers, teachers with visual impairment and teachers with SNE training.

3.7 Development of research tool

The research used two main types of sources: the written and the oral. The primary written sources constitute documents on the adoption of IE policy from the Ministry of Education (MIE) in Malawi, filed report on IE, and Research papers (published and unpublished). Apart from that, the study drew useful insights from secondary written sources such as journals, books, articles printed and or obtained online through Volda University library and the University of Malawi.

The oral sources that the paper employed were drawn from the in-depth interviews conducted with teachers in the selected schools. Thus, general informant interviews were conducted with teachers.

3.8 Data collection method

3.8.1   Interview guide

Before data can be collected, ethical issues must be addressed in any academic research process. This is to ensure that the research process is conducted in a manner that respects the legal and moral standards of people involved. Ethics is a fundamental aspect of research and of professional work. Ethics refers to the science of morals and rules of behaviour. It is concerned with the concept of right and wrong conduct in all stages of doing research. However, while the idea of right and wrong conduct may seem straightforward, on reflection you will realise how complex ethics is. Ethics is obviously applied to many aspects of life, not just research (CIPD's Code of Professional Conduct, 2019). As per requirement, before the actual interviews I applied for permission from the NSD (Norsk senter for Forskningsdata) where it was made clear to me that I do not need consent from them since the data does not consist of personal information from the participants. End of Activity

Research ethics is concerned with the prevention of any harm which may occur during the course of research (Cameron & Price 2009). This is particularly important if your research involves human participants. Harm refers to psychological as well as physical harm. Human rights and the law must be respected by researchers with regard to the safety and wellbeing of their participants at all times. Research ethics is also concerned with identifying high standards of research conduct and putting them into practice. Cameron & Price (2009) suggest that researcher conduct is guided by a number of different obligations:

Legal obligations which apply not only to the country in which researchers conduct the project, but also where they collect and store data.

Professional obligations which are established by professional bodies to guide the conduct of its members.

Cultural obligations which refer to informal rules regulating the behaviours of people within the society in which they live.

Personal obligations which include the behavioural choices that individuals make of their own will.

This being said, the researcher took great considerations of the obligations the participants had to their employer (school), culture and country. Since the researcher is a native of the same

country, and has also taught in Government schools in Malawi, it was an added advantage. The interviews were conducted after school hours to ensure that the teachers fulfill their professional obligations without hindrances. Malawian laws were also adhered to as no illegal activity was carried out. Where applicable cultural norms were adhered to.

In planning and carrying out a research project, Cameron & Price (2009). stress that researchers should consider their responsibilities to the participants and respondents, to those sponsoring the research, and to the wider research community (Cameron & Price, 2009, p. 121). It is for this purpose that before embarking on this research I had to identify all stakeholders and consider my responsibilities towards them.

The principles to be followed in conducting research with human participants, and which we **must** follow when collecting data for our research project, are outlined below:

Informed consent: Potential participants should always be informed in advance, and in understandable terms, of any potential benefits, risks, inconvenience or obligations associated with the research that might reasonably be expected to influence their willingness to participate. This should normally involve the use of an information sheet about the research and what participation will involve, and a signed consent form. Sufficient time shall be allowed for a potential participant to consider their decision from receiving the information sheet to giving their consent. In the case of children (individuals under 16 years of age) informed consent should be given by parents or guardians. An incentive to participate (e.g. a prize or a small payment) should be offered only after consent has been given. Participants should be informed clearly that they have a right to withdraw their consent at any time, that any data that they have provided will be destroyed if they so request and that there will be no resultant adverse consequences. Consent forms were sent to the school days before the actual interview date together with a brief background of my study objectives. This gave the informants time to reflect on whether or not they wanted to participate in the study. It also gave them an insight on what the study was all about.

Openness and integrity: Researchers should be open and honest about the purpose and content of their research and behave in a professional manner at all times. Covert collection of data should only take place where it is essential to achieve the research results required, where the research objective has strong scientific merit and where there is an appropriate risk management and harm alleviation strategy. Participants should be given opportunities to access the outcomes of research in which they have participated and debriefed, if appropriate, after they have

provided data. To counter falsification of data collected, interview recordings were safely kept and transcribed so that they could be made available upon request for further scrutiny. Furthermore, the data findings will be sent to the schools for participants for transparency purposes.

Protection from harm: Researchers must make every effort to minimise the risks of any harm, either physical or psychological. Researchers shall comply with the requirements of the Data Protection Acts within respective countries of data collection and other legal stakeholders. Where research involves children or other vulnerable groups, an appropriate level of disclosure should be obtained for all researchers in contact with participants. Since the interviews were oral/verbal the study did not cause any physical harm to the participants. Further, consideration to combat psychological harm was taken accordingly. I made it clear to the participants before (through consent forms and also during debriefing) that they are free to leave the interview if they are not comfortable with any of the questions.

Confidentiality: Except where explicit written consent is given, researchers should respect and preserve the confidentiality of participants' identities and data at all times. The procedures by which this is to be achieved should be specified in the research proposal. Although no personal data was collected during the study, anonymity was maintained for both participants and also school names to avoid participant tracing.

In line with the above requirements, each participant signed a consent note before starting the interview in order to seek his or her consent to participate in the interview. The interview guide was translated from English to Chichewa, a Malawian major vernacular language, nevertheless most participants preferred to use English as the mode of communication. With permission of study participants; interviews were audio recorded and notes were recorded on paper during the interviews. The recording of notes made it possible to record all non-verbal cues during the interview as these are also important in interpreting data. Recordings were transcribed and back-translated into English for analysis. Interview notes were also translated into English. The researchers also promised to maintain the confidentiality and conceal the names of respondents. To achieve this, fake names were given to respondents and have been used in the results. The fake names are deliberately given to suit the gender and school of the respondents. For example, Godfrey (school A) is a fake name for a male respondent from school A which is urban school while Jane (school B) is a fake name for a female respondent from school B which is rural.

3.8.2   Interview guide pretesting

The writer pretested the Chichewa interview guide with one member of each cadre of participants from one district that was not selected for participation in the study. Based on the results of the pretest the interview guide was revised and re-tested. Informed consent was obtained from respondents participating in interviews during the pretesting period
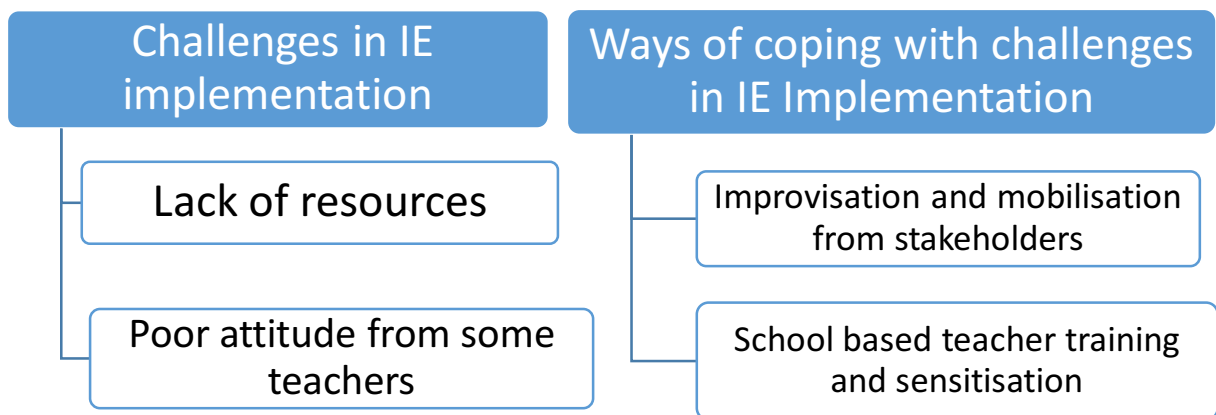
3.8.3   Participant recruitment

In line with ethical requirements outlined above, participants selected were informed about the study by phone some days prior to the actual interview day. This helped to confirm about their interest in taking part in the study, as well as their availability on the set interview day.

3.8.4   Transcription, translation and cleaning

Although field observation was also used, the main data collection method was through interviews which were recorded. Semi structured questions enabled me to collect in-depth experiences from the teachers on their assumed role in IE implementation. I also related what the respondents said with the behaviour pattern that I observed around the interview environment and gestures. All these were written down to complement the audio-recorded data. The results from the recorded interviews were transcribed and translated. They were written and presented in Microsoft office word.

3.9 Organization and analysis of data

A general coding framework was established prior to data collection. The codes were organized in the hierarchy of main themes and sub themes. Figure below illustrates how themes were organized into main and sub themes around IE policy implementation.

Challenges in IE implementation	Ways of coping with challenges in IE Implementation
Lack of resources	Improvisation and mobilisation from stakeholders
Poor attitude from some teachers	School based teacher training and sensitisation

Analysis was iterative and themes or subthemes were refined after the first round of coding.

3.9.1   Codebook and coding

A thematic analysis was undertaken by the researcher. The analysis comprised of two rounds of coding. The first round of coding included any revisions to the main themes and identification of subthemes. After the first round of coding, a coding manual was developed. The manual contained precise definitions of each code within the context of the study. The second round of coding was more in-depth analysis based on the code book. Any emergent themes were also identified during the second round. After the second round of coding the study did review the findings and a third round of coding was undertaken. Eventually, the themes that emerged from the interviews are policy formulation and implementation, teacher training and preparation, IE infrastructure, teaching and learning resources, poor background preparation of learners with disabilities, stigma and discrimination, need for medical treatment, need for special personal equipment, material support, over dependency on other students and staff, alternative skills for coping with disabilities, acceptance and Isolation, challenges on Education Strategic Plan of IE, government's political will, strategic plan awareness, policy, documentation on IE and sensitization and mobilization of secondary school staff, teachers and the public towards IE.

3.10   Ethical consideration

In line with the ethical requirements discussed above, the study methodology was designed to address the following ethical principles; respect for persons, beneficence and justice. Efforts were made to protect individual's autonomy and minimize harm by using procedures that are consistent with sound research designs that take these issues into consideration. Ethical issues or risks and concerns associated with participation in this study were addressed during the data collection and reporting are described below.

3.10.1 Benefits

It was made known to participants that participating in this study has no direct benefit to the participants. However, participants may experience indirect benefits from the study because the information they provide will help in formation, revision and implementation of policies of inclusion in education. Participants were also told that they might also be eligible to attend to interventions designed based on the findings of this study in the future. All interviews were conducted in appropriate locations selected by the interviewee that ensure privacy and confidentiality and were viewed as neutral locations for interviews within their respective school settings.

3.10.2 Informed consent

In line with ethical requirements outline above, informed consent was obtained from all study participants prior to data collection. The interviewer read out a consent form to the participant, which contained the following information:

- Explained that they were being asked to participate
- Explained the purpose of the research and the number of subjects involved
- Clarified the expected duration of the subjects' participation and the procedure that was followed
- Explained how research will benefit the target groups and/or participants or society
- Explained that there were no costs for participating
- Described that participants would not receive compensation for participating
- Clarified that subjects' participation was voluntary and that refusal to participate would have no consequences
- Stated that some questions would cause discomfort and that subjects would refuse to answer individual questions or desist from the interview at any time
- Provided the name and telephone number of the researcher who the subject may contact with any pertinent questions about the researcher to whom the subject may issue a complaint.

To participant who agreed to participate in the study, a consent form was provided for his/her signature to decrease risk of breach of confidentiality. All signed consent forms are kept separate from the data in a secure place.

3.11 Limitation

There are some limitations associated with this approach for data collection

- Limited opportunity to assess the impact of teacher or learners conduct in an inclusion setup. Without classroom observation of lessons and routine school activities, it is difficult to assess the factors that hinder efficient policy realization.
- Potential for response bias among the participants. Some participants can try to portray as if the policies put in place are being implemented and bringing the positive results. However, I tried to handle both of these limitations by using data from different sources and consolidated the results.

4. CHAPTER FIVE: PRESENTATION OF RESULTS

4.1 Introduction

This chapter provides all the relevant information that was provided by the respondents during the interviews and gathered during observations. It is worth noting that this study embarked on investigating the background to the adoption of IE policy in Malawi, analyzing teacher's involvement in the development of IE policy and comparing how IE policy is being implemented between rural and urban schools. After consent had been granted to carry out interviews with teachers at School A (urban) and School B (rural), meetings with teachers in the two respective schools were scheduled and eventually conducted under conditions acceptable by the respondents. A questionnaire was used to guide the interview through. Although respondents were at liberty to use any language of their choice, all of them preferred to use English. The interviews were recorded and later transcribed and compiled as planned. Notes from observations were also taken and used. Interestingly, it came out vividly that IE policy implementation is going through rough patches owing to several intertwined factors described below.

4.2 Inclusive Education challenges

Teachers who were interviewed outlined several challenges confronting IE implementation in Malawi using scenarios in their respective schools. As it came out, the challenges along IE policy development and implementation run the whole gamut but as expected, they were more pronounced at School B than School A being in a rural setting. For instance, School B (rural) had no teacher who had been consulted during IE policy formulation stage, had no resource centre, and had very limited teaching and learning materials for learners with disabilities and no support from the government and other organizations. The school had only one specialist teacher in SNE, but not even a single one is trained in IE policy process. And, the problem of negative attitude towards educating children with disabilities in mainstream schools still lingers around.

On a lighter note, School A (urban) had some resources. The school had a resource centre, some braille materials, hearing devices, some computers and projectors just to mention but some. However, this does not mean that challenges are not there. Teachers that were interviewed from

that school strongly felt that the resources were far from enough, some resources are literally not available, the infrastructure is not properly adapted and teachers are not trained. Just like at School B (rural), the challenge of negative attitude towards educating leaners with disabilities in regular school systems equally hangs on around.

When asked to describe the challenges that teachers face in implementing IE, if any, teacher Joyce (school B) just summed everything by saying, "…*the challenge is there, the challenge is that it takes time for a teacher to cover the syllabus; it takes long to accommodate all the students within a lesson*." Most likely, all the challenges will ooze down to one final problem; teachers will have problems completing objectives. In the end, all these challenges affect the learning process. The victim is the child.

4.2.1   Policy formulation and implementation

Policy formulation process greatly informs and determines the success in implementation of such a policy. Many policies have crumbled because policy planners and implementers did not work together. Because of this, the paper went all-out to examine the involvement level of all stakeholders in formulating the IE policy. When asked on this, all the teachers except Patrick from School B (rural), who were interviewed said that they had never been consulted by the ministry officials or any of the policy planners during IE policy formulation. Respondent Patrick believed that he contributed to policy formulation process by supplying some information to IE supervisors who usually come to monitor the process. He said,

> "*Yes, because we had supervisors in which we contributed... Sometimes we give advice on how to improve inclusive education, we have supervisors who come… for those who formulate the curriculum we also ask them to accommodate some of the lessons or topics that include inclusive education…*"

What teacher Patrick forgot was that his contributions could not be used to formulate a policy that he was already implementing and was being evaluated on.

Similarly, Godfrey from School A (urban) felt that he may have unknowingly contributed to the formulation process of the IE policy through surveys in which he had been participating just like this one. In his own words teacher Godfrey said, "*I don't think I'm part of any policy*

formulation forum. But I believe I have contributed through the interviews like we are doing here …in one way or another…I might say maybe I have an input in the policy." Sadly, this was not really pre-policy formulation consultation at all although their input could be used in future policy development. Pre-policy formulation consultation in IE should have come earlier.

All the other teachers implementing IE in the two targeted schools said that they just received the policy from above; a policy for which they had no part during formulation, and told to implement without question. For instance, respondent Steve from School B (rural) said, and I quote, "… *policies come from above and the teachers are just told to implement the things discussed from above…*" In the end, all the teachers interviewed did not take any part in IE policy formulation. In the end, the victim will be the child.

4.2.2. Teacher training and preparation

To begin with, it is important to note that there is a difference between SNE training and IE training. The former refers to training aimed at equipping teachers with skills to help learners with disabilities regardless of the school system they are operating under while the later aims at equipping teachers with skills to help leaners with disabilities within the mainstream school system. Since we are focusing on paradigm shift from SNE to IE, the research had keen interest in finding out how much training in IE teachers had received prior to and or during implementation of the IE policy. When asked if they had been trained in IE policy implementation, all the teachers said they had no authentic training in IE process which they were currently implementing. However, three teachers said they had full training as specialists in SNE; two from School A (urban) and one from School B (rural). Apart from that, some teachers said that they had received partial orientation within the school setup. For example, answering the question, teacher Brenda (School A) said, "…*some have gone through the training, most of the teachers at School A (urban) have not, but they are sensitized on inclusive education through in-service trainings.*" Similarly, Lameck from School B (rural) said, "*I*

haven't received any special training, I was trained as a secondary school teacher; however, we were given basic concepts concerning special needs education." Other two teachers; teacher Karen from School A (urban) and Patrick from School B (rural) indicated that they were just using the knowledge they had gained from college when they were doing their undergraduate programmes which had incorporated some concepts on SNE. The former proceeded to do further studies in the same field in the USA under personal initiative as he revealed to say, "*In my under graduate I did a course in special needs… And again, I took a course in special needs in US… focusing on teaching students of special needs… It was a personal thing.*"

Also intriguing was Daniel from School A (urban) who had no training but was just using his experience as a person with disability himself. He said, "*I am not a specialist in general but I am just a teacher with visual impairment, so I have knowledge and skills for being a person with visual impairment.*" The rest of the teachers said they had no training related to IE or SNE at all. As a result, teachers felt that they were not ready enough to implement IE policy. One respondent from School B (rural) condemned the introduction of IE without proper training of teachers which negatively affected their performance. He said, "*…So I think we just introduced this inclusive education but we are not ready … It is very difficult, why? Because they have not received special training.*"

4.2.3. IE infrastructure

Inclusive education assumes that institutions and systems be adapted to suit the conditions of learners with disabilities to allow them access their deserved education, not vice versa. Simply put, the infrastructure must be adjusted to accommodate learners with varying disabilities such as those with visual impairments, those using the wheelchairs, and many more. Knowing that without such infrastructure IE is at jeopardy, this research strived to assess availability of such in the two targeted schools. There were different responses from informants on whether or not schools in Malawi possess suitable infrastructure to accommodate leaners with disabilities. For example, School B (rural) does not even have basic necessary infrastructure like a resource room, and corridors, rooms and steps are not renovated to allow for the use of wheelchairs among others. Lamenting on the situation, Lameck said, "*School B (rural) as of now doesn't have the capacity to implement inclusive education because it doesn't have a resource room because those students require a resource room.*" Concurring with his colleague, Samuel fumed

by saying, "… *we are just forcing it… the facilities are not suitable for the special needs students…the facilities and the environment does not foster inclusive education*."

On the contrary, School A (urban) looked to have better infrastructure to accommodate learners with disabilities. The school looked better equipped with staircase ramps all around the school. Responding to the question, Christy (school A) said, "*… we have resource rooms for leaners with special needs for example the visually impaired students…*"

Then there were those who felt that some suitable infrastructure exists particularly at School A (urban), but there is still more to be done to effectively accommodate learners with disabilities. Along this line, Daniel (school A) said, "*Halfway we would say so that the capacity is there …but not 100 percent it's just half way*". Clearly, School A (urban) has better infrastructure but both of them are still far behind the limit.

4.2.4 Teaching and learning Resources

Among the very vital elements of any education policy are the teaching and learning resources. The role of teaching and learning resources in IE policy implementation cannot be overemphasized. The study tried to assess the availability of such resources in schools that implement IE in Malawi using the cases of Rural (School B) and Urban (School A) schools. The two schools also provided a unique prospect to weigh variations between rural and urban schools in access to resources. For this, interviewees were asked to assess their institutions if they had enough resources and capacity to implement IE in Malawi. There were mixed retorts from respondents on this question. Just like in terms of infrastructure, most teachers at School A (urban) thought that they do have the resources but they are not enough. For instance, when asked if their school had enough teaching and learning resources for IE implementation, Christopher (school A) said, "*…Yes somehow we have the resources at least to keep us going we have resources…*" And Nebert (school A), on the same question confirmed by saying, "*…yeah we have the resources; the computers and the like*." However, things are not always glowing even at School A (urban). The school lacks resources at times as well as one respondent revealed that at some point the situation was so bad that students wrote their examinations

without braille books. "*I can give you an example this form 4 students have written exams without braille books.*" Daniel (school A) lamented.

On the contrary, School B (rural) respondents felt that their school is not equipped enough with resources. In fact, all the teachers confirmed that they had no resources for IE at the school. Responding to this questions about resources at the school, teacher John admitted and teacher Peter added and I quote, "*…we have a challenge…. in most schools we do not have these resources.*" Arguing along the same line, Lameck (school B) sums it all by saying, "*… we are just implementing as per policy, but we don't have necessary resources to implement inclusive education.*" As seen, there is a big problem of teaching and learning resources at School B (rural) but the situation is manageable at School A (urban).

4.2.5 Poor background preparation of learners with disabilities

As learners with disabilities get drafted into mainstream schools, they need to be prepared by their parents and society at large. Previous schools should not be left out in this process. Learners with disabilities are supposed to be trained on how to use various equipment and resources at school respective to their disability. In trying to find out the challenges faced in the two schools towards IE policy implementation, the study aimed to gauge the extent to which learners with disabilities get background preparation which is supposed to support them in mainstream secondary schools. It was discovered that leaners with disabilities from both schools are not given adequate background preparation as revealed by respondents. Such children lacked materials, orientation, academic coaching and attitude change as they embarked on mixing with other learners. It was not clear though whether such learners had enough knowledge on how to use various materials and resources at school. This is likely to be a big problem at School B (rural) where IE faces acute shortage of necessary equipment and resources.

4.3. Stigma and discrimination

Stigma and discrimination has the potential to drive learners with disabilities out of mainstream schools at once. Once such learners begin to feel that they are being targeted for discrimination at an institution, they will be stressed, depressed and feel out of place. As a result, IE policy implementation will crumble. This study therefore endeavored to assess availability of

discrimination and negative attitudes of teachers, parents and students towards IE in the two schools

It was discovered that there were mixed attitudes from both teachers and parents towards educating leaners with disabilities. Even respondents themselves had differing views, some said that all teachers have positive attitudes while others said that some teachers and parents, especially those that were not trained and sensitized respectively, do not feel the urge to support children with disabilities. For example, on the part of teachers, Jane from School B (rural) had this to say, "…*as far (as) I am concerned…, all teachers have accepted inclusive education well as far as School B (rural) is concerned….*" Yet, from the same school, Rose felt that it is in between as she said,

> "*they (there) are other teachers that understand and assist, but they (there) are others (that) have negative attitudes, because sometimes they say to me as a specialist teacher* **"your leaners are doing this and this I don't know how to handle them"**, *so it seems that others have negative altitude. I don't know maybe because they don't understand them.*"

This notion was affirmed by Nebert from School A (urban) who said, "…*teachers (they) have different perspective as they see leaners with disability. Some of them say it is difficult to assist the learners particularly those with hearing impairment…")*. Daniel (school A) had a more convinced stance that negative attitude truly exists when he said,

> "*…They feel that a person with disabilities cannot make it as far as education is concerned… They just regard that… they cannot perform well in class because they are people with disability. In short they think that disability is inability yeah so they have that attitude.*"

Of course other respondents said that teachers have a positive attitude (1. "…*Teachers have got positive attitudes towards students with special needs…*" 2. "…*I would say the attitude is positive as of now … there is positive attitude(s) towards inclusive education.*" From Rural and urban schools respectively). That notwithstanding, clearly not all teachers are inclined to fully supporting children with disabilities in mainstream schools. Most likely, it is because of lack of proper training as suggested above by Rose from School B (rural).

On the side of parents, at both schools respondents said that some parents alike feel that children with disabilities deserve to be at school and believe that they can make it while others have

negative attitudes. Speaking on this, teacher Louis (School B) went for positive attitude ("…*as for the parents they have positive attitude, … These parents have got positive attitudes and have higher expectations from their child (children)…*"). This is most could be due to sensitization. According to Nebert (School A), parents were increasingly willing to send their children to mainstream schools. He said, "…*of course now they are now taking it as an important thing but in the past they neglected those leaners they just dumped them, but now they are taking the leaner's to inclusive schools.*"

On the contrary, Daniel (School A) went for mixed attitude ("…*There is mixed attitudes, others think that leaners with disability can do better so they send their children to school to attain education. While others say that they cannot do anything so they just keep them at home…*"). Even teachers Philip from Rural and teacher Sharon from Urban both said that most parents especially in the rural areas do not believe that learners with disabilities can attain education. More vital, Rose (School B) observed that "…*some parents prefer to send them to special schools, I think because of the specialist teachers that are there…specialist teachers know how to handle learners with disabilities.*" This shows how challenging it still is to get a positive attitude from parents in supporting learners with disabilities, let alone putting them in mainstream schooling.

4.3.1 Need for Medical treatment

There is always need for steady medical attention on children with disabilities in schools. Usually, children with disabilities are vulnerable to healthy problems and some of them might be having prior health complications already. For example, children with hearing problems might have problems with their ears, those with learning difficulties might be epileptic as well, and so on. Even a simple illness causes a lot of alarm on such children because of their vulnerability and communication challenges. From time to time, they will need to be supported. They need medicines. Girls with disabilities will also need more medical attention than normal girls. This study therefore assessed the availability of such medical attention in the targeted schools that implement IE.

However, it came as a surprise when respondents did not mention medical treatment as one of the major aspects missing at their respective institutions. Like all other respondents, teacher N failed to mention medical resources when he said, "...*they do give us resources in terms of money in running the institution and also in terms of assisting special needs students, they do*

give teaching and learning materials. For example, the hearing aids, braille papers, Perkins machine, hearing aids, the glasses and the like…" Nonetheless, it was evident that in both schools, there is desperate need of steady medical attention which is in dire shortage.

4.3.1.1 Need for special PE (personal equipment)

Learners with disabilities need varied respective equipment for them to perform certain tasks. These include materials like crutches, wheelchairs, walking stick, eye lenses, hearing aids and others. For such learners to operate within mainstream school systems efficiently, such equipment is indispensable. As such, it was in the interest of this research to assess the availability of such equipment in the schools implementing IE policy.

Respondents said that there is acute shortage of such equipment in both schools where the interviews were conducted. At School B (rural), the shortage seemed more severe than School A (urban). Patrick (School B) tells us what it is like as regards personal equipment not only at Rural but even other secondary schools that he had seen; "*…there are some leaners who cannot go to the classes like the way other students do they use wheel chairs, they need special facilities to go in class. But you find out 90 percent of our schools in Malawi do not have those facilities, so it's a challenge to us teachers…*" This adds to the long list of challenges that IE is already facing in our schools.

One would expect that at School A (urban), being in an urban setting, such equipment is available. However, as Lameck (School B) hinted, the problem is also there. He said and I quote, "*I understand that there is (are) also special materials (that) might be used by those students and we don't have them here.*" This was also confirmed by other respondents from the same school who indicated that much of the materials they have and receive from the government and other stakeholders come in form of teaching and learning materials only. Personal equipment are hard to come by and IE implementation is at jeopardy.

4.3.1.2 Material support

For a start, there is no policy that can be successfully implemented without the backing of resources. Being one of the key facet in any policy implementation process, the study attempted to find out how much material support IE implementing schools receive from stakeholders.

It came out clearly that very little material support is provided. Very little comes from the government and other stakeholders. When asked how much material support they get from the government, Daniel (School A) showed that even School A (urban) in the urban precinct struggled to access enough materials. He said,

> "…*I have already said little support from the government… learning and teaching materials always comes late sometimes they are not there. I can give you an example this form 4 students have written exams without braille books. The syllabus changed but up to date no braille books, the students have written exams… but without books.*"

It was surprising however to note that he was the only teacher who categorically felt that School A (urban) struggled. Teacher Nathan indicated that School A (urban) received some material support though they might not be enough (…*they do give teaching and learning materials. For example, the hearing aids, braille papers, Perkins machine, hearing aids, the glasses and the like*). That was also said by all respondents form School A (urban).

On the contrary, teacher George said that School B (rural) did not even receive books. Rose (school B) reiterated when she said, "…*we don't receive any.*" That was the general response from all respondents from Rural. Thankfully, as seen above, the study exposed disparities is access to materials in schools that are implementing IE policy in rural and urban areas.

4.3.1.3 Over-dependency on other students and staff

Teacher overburdening in schools that implement IE in Malawi emerged as a major theme is this study. Hence, the study worked out to ascertain this and how it sprinkled out to other actors like students and other staff members.

Results did not indicate much dependency of IE activities on non-teaching staff members. However, the interviews showed that students shoulder more responsibility than they are supposed to in IE implementation. For instance, some teachers said that students are usually

asked to continue explaining concepts to learners with disabilities who struggle both in class and outside. They use group discussions, study circles and extra dialogs as Godfrey (School B) said, "*Sometimes what I do is that we have other students that know sign language when the special needs students have not understood I ask them to interpret to the special needs students and the lesson goes on.*" This shows that a bit too much is being asked from students without disabilities towards helping leaners with disabilities in IE implementing schools that lack teachers with proper training.

4.3.2 Alternative skills for coping with disabilities

Considering the purported enormous challenge placed ahead of teachers in implementing IE in mainstream schools in Malawi, the study strived to gauge the skills that such teachers use to cope with the daunting process of helping learners with disabilities in the midst of lack of resources and training.

The interviews revealed quite some skills employed by innovative teachers. They included use of fellow students to explain concepts to learners with disabilities, group discussions, use of specialist teachers to go around classes interpreting lessons for the deaf, conducting extra or remedial lessons for learners with disabilities and giving notes to learners with disabilities prior to lessons. For instance, Nebert (school A) who is also one of the two specialist teachers at School A (urban) gave some insights into what they do to alleviate the challenges. He said, "*…So... we sometimes go around as specialist teachers to interpret for the regular teacher so that learners grasp information as the teacher is teaching…*"

On initiatives by the institution like School B (rural), teacher G2 had this to say, "*…as a school, we have special needs teachers and they arrange special classes so that they are able to grasp what has been taught in the morning hours.*" These efforts were confirmed by Jane (School B) from the same school (*… after the normal classes they give extra lessons to special needs (learners), they interact, though we don't have a resource center but they normally use the foyer place..*). He went on to provide efforts taken by teachers individually and in groups. He said and I quote,

> "*…As a teacher what I do is, prior to the lesson especially to those who are deaf or visually impaired I give them my notes before I go to class so they copy into their exercise books, then when I go for teaching it's like they already have the content of*

what I'm teaching that day. Secondly when I am teaching I face them so that they can see my mouth when I'm speaking and write main points on the chalkboard as short notes so that they can understand."

4.3.2.1 Acceptance and Isolation

Inclusive Education paradigm places acceptance and socialization at the core of the policy circle. This is so because for learners with disabilities to successfully settle down in mainstream schools, there is need for acceptance on both sides; learners with disabilities on one end and learners without disabilities and teachers on the other. If learners with disabilities accept mainstream schools and the institutions also accept such learners, then the policy will be successfully implemented. Consequently, the interview tried to find out if IE faced challenges of acceptance in school. For example, the study tried on one hand to establish whether or not children with disabilities were being accepted in mainstream schools by their fellow leaners and staff members and on the other hand, if learners with disabilities accepted mainstream institutions being the schools that can support them.

At no point did respondents indicate that learners with disabilities were not accepted and faced isolation. On the contrary, learners with disabilities were made to feel at home and were assisted accordingly by fellow learners and staff teachers. Although some teachers had negative attitudes towards IE, the interview did not find any problem with teacher acceptance of children with disabilities. As interviewee Rose (School B) pointed out ("…*so it seems that others have negative altitude… maybe because they don't understand them.*"), negative attitude was due to difficulties in handling the students with disabilities emanating from poor training and overburdening, not lack of acceptance. Teachers took all learners as equal, organized extra lessons, study circles and one-on-one discussions to help such learners. They even encouraged children without disabilities to help in interpreting, clarifying and illustrating concepts to those with disabilities although this meant more work to regular students. Teacher George (School B) proudly confirmed "*...we have other students that know sign language when the special needs students have not understood I ask them to interpret to the special needs students and the lesson goes on.*" Working together shows acceptance from both teachers and learners alike.

4.4. Challenges on Education Strategic Plan of Inclusive Education

By definition, planning refers to a process of formulating a course of action. It involves setting targets, considering resources (financial, material, human and time), approaches and actors to be involved in order to achieve goals that have been set. While proper policy planning largely guarantees success of policy implementation, conversely, hurdles arising during implementation can also affect the whole policy plan. Hence, this study strived to weigh the challenges IE strategic plan faced that might stem from implementation process.

When asked to outline some challenges faced as they implemented IE, respondent teachers did not hide words. They felt that the strategic plan of IE faces a lot of challenges which are hampering the education of leaners with disabilities. They mentioned poor provision of resources, lack of stakeholder engagement, lack of facilities and infrastructure just to mention but some. All of the challenges were quite pronounced at both schools. For example, teacher Godfrey lamented that School B (rural) did not have infrastructure and good topography for learners with disabilities as he said,

> "…as I have already said, one of them is communication, teaching and learning aids, ...as well as the topography for example this secondary school does not have the facilities to accommodate special needs students especially the blind and we do not have ramps".

4.4.1 Government's political Will towards IE

The desire and commitment of government officials or political decision makers at the top towards a policy is indispensable in achieving objectives. This commitment, popularly known as political will, determines the flow and direction of resources towards a particular policy. Under this illusion, the study endeavored to ascertain the level of political will of Malawian government towards IE policy implementation.

Respondents were asked to evaluate how much support their respective institutions received from the government and the responses that came out were not very good. School A (urban) felt that the political will is not really available considering the meagre resources that trickle in

occasionally. Even Christopher (School A), for example, confirming that they receive some resources from the government, eventually lamented that they are never enough, not even close. He said,

> "*they are some of the equipment, in terms of resources we are able to get some, for example the braille machines and … So while we have received support from the community and the government though it's not enough but we can't say that we haven't, like last year we received computers and projectors to be used to teach students who are deaf and dumb*".

Teacher Steve, who is one of the specialist teachers at the school added that "*We don't receive anything…Sometimes the only material they give us is braille papers but… they are in adequate.*" Clearly, the government is doing something through provision of school materials. However, respondents at School A (urban) felt that it is not doing enough.

Also vital is what Christopher (School A) said,

> "*…the resource room was built by another private organization, we have other stakeholders like MANAD, it's an association to do with deaf people. They started a club where they teach us sign language so that they can be able to interact with deaf students…*"

As we can see above, political will of the government has a pull factor on other stakeholders such as NGOs to come in with support. The political will spearheads commitment from actors all around a policy.

On the contrary, School B (rural) felt neglected and bitterly established that there is no political will from the government. When asked how much support they get from the government and other stakeholders, teacher Joyce who is also a specialist at the school said "*To say the truth, we receive very little support from the government…* (From other organizations?) *…we don't receive any.*" That was the same response from all the six interviewees from the school. Their general perception as exemplified by teacher Patrick is that there is no commitment from the government ("*…we haven't received because we still complain the same things because it has not been resolved.…*"). According to them, a committed government cannot fail to provide simple writing materials for the blind, sound augmentative devices, glasses and other cheap materials. Teachers felt that this clearly denotes total lack of commitment from the government and other stakeholders at large.

4.4.2 Strategic plan awareness, policy, documentation on IE

Before a policy can be rolled out, a strategic plan is supposed to be sold out to actors so that they can internalize it in readiness for implementation of the policy. IE policy and its governing strategic plan is no exception. Teachers for example are supposed to have adequate awareness and possess relevant documentation around IE policy. These will also serve as reference points from time to time during implementation stage. As such, it was in the interest of this research to appraise the public stakeholders' awareness of IE policy strategic plan and documentation.

Interviewees were asked to describe their involvement in and awareness of the IE policy formulation process. It had been hoped that in the process of responding to such a question, respondents would show whether or not such awareness and documentation existed. Contrary to our expectations, all respondents but one indicated that they had never seen the IE policy and strategic plan documents for which they were implementing.

> "…I don't know because they come to ask for that information, but you may not know if the questions they were asking are for the policy. They used to have an Inclusive education policy, I saw it in the draft form, but how it was developed I may not know whether my input was there. But being a specialist teacher somehow our input is there through other means…"

That is what Godfrey (School A) who is also a specialist teacher said when asked about awareness of IE policy documentation and development. Apart from him, no other interviewee had seen the policy document, let alone contribute to its formulation. All that respondents were saying is that they receive directives from above to do the job as teacher Patrick lamented "…but we find out that teachers are left aside but are the ones who are forced or taught to implement that idea. So it is difficult indeed…"

4.4.3 Sensitization and mobilization of secondary school staff, teachers and the public towards IE

Considering the role of sensitization and awareness campaign in policy issues, the study designed to establish the extent to which policy planners engaged sensitization in IE policy

process. Proper sensitization and mobilization is supposed to start before policy implementation begins and must continue until objectives are met. On a sad note, the interviews revealed that sensitization on IE policy only took place while policy implementation was already underway. On the part of teachers, there were patches of sensitization efforts that were done at School B (rural) as it emerged from Patrick. He believed that it helped a lot to counter negative attitudes and mobilize resources for the implementation of IE. As confirmed by Lameck (School B), also from the same school, who said "*There was that group they call it TAMVA friends for the deaf, they used to come on Saturdays…*" sensitization motivated teachers and taught them some basic skills for helping children with hearing difficulties. Similarly, such sensitization was mentioned by teacher Brian from School A (urban) ("*…most of the teachers at School A (urban) they have not (been trained), but they are sensitized on inclusive education through in service training …*") who indicated that their school organizes workshops and campaigns to tackle issues regarding IE implementation.

However, there was nothing regarding IE policy sensitization towards parents and the general public around both schools where the interviews took place. It is safe to conclude that it did not happen. No wonder Rose (School B) said "*…some parents prefer to send them (children with disabilities) to special schools…*" because such parents have not been sensitized on the advantages of IE at all. To them, special schools are the best for special learners where "*…specialist teachers know how to handle learners with disabilities.*" They have not been sensitized about this paradigm shift towards IE in Malawi.

5.   CHAPTER FIVE: DISCUSSION

5.1 Introduction

This chapter provides a critical analysis of the results that came out of the study from both schools. The chapter dwells much on the role of teachers in IE policy development and implementation process as it came out from the respondents. It begins with a brief account of how SNE was introduced and developed in Malawi, examining how that trend has been informing IE policy paradigm over time. That subsection is followed by an in-depth discussion of the role of teachers in realizing IE policy objectives being leading policy implementers. At this point, the extent to which teachers are supported through training, sensitisations, resources provision and infrastructure development is very critical. Following that discussion is a grim

comparative evaluation of how the IE policy is being implemented between the school A (urban) from the school B (rural). It is also important that we look at how theories have informed this study by looking at how the study outcomes mirror on the theoretical framework. We cannot assume that the study was perfect and has provided all the necessary answers to questions surrounding IE issues in Malawi. As such, the subsequent section provides limitations of the study. Those are the areas that the research has failed to address adequately. That subsection is followed by implications of IE policy framework, as the chapter ends with some recommendation for further research.

How was SNE introduced and developed in Malawi?

The study gathered that Special Needs Education has come a long way. Daniel (school A), who is a teacher with visual impairment himself, narrated that SNE was started as charity education offered to children with disabilities by churches like the Roman Catholic through Montfort as spearheading institutions. This is in line with the work of Chavuta et al (2008) who had reported that although the Department of Education was formed in 1926 by the Government of Malawi (GoM) inclusion of special needs learners; hearing and visually impaired people in the Malawi education system did not take shape until in 1950. This action was taken by the Scottish and South African evangelist missionaries and by the Fathers of Immaculate Conception of the Roman Catholic Church respectively (Chavuta et al., 2008, p.11). The study established that SNE was not properly introduced by the government throughout the colonial era until independence. Even after then, Daniel (school A) questioned the commitment of the government of Malawi towards education of people with disabilities spanning from the colonial era to independence in 1964. The respondent reiterated that it had principally been the Catholic Church through Montfort College of Special Needs Education in Chiradzulu training teachers in SNE and educating the children independently. At that point, SNE enjoyed enough commitment in terms of resources and training. Evidently, church institutions established the foundations for SNE in Malawi but there was need for the government to pick it up in order to serve the many children with disabilities across the country. That did not happen until deep into the era of the independent government.

However, because of neglect by the protectorate and later the independent government, evidently schools did not have enough spaces for the children with disabilities in the country.

Later in the 1990s, the Malawi government introduced special needs education for learners with Learning Difficulties (LDs). This revelation collaborated with the work of (Chavuta et al., 2008, p.11).

The study also established that the initial approach to SNE was to educate the children with disabilities separately away from the "normal" learners. Respondents highlighted that the general public's common perception on children with disabilities was that they are a problem and that they needed fixing in special schools. Daniel (school A) observed that such attitudes became deep rooted and still exist among some members of our societies as "old habits die hard". Such outcomes echoed work from elsewhere by scholars such as McCullough (2007) and Schneider (2009). This perception obscured the dawn of IE in Malawian education system for ages. Respondents provided that until recently children with disabilities were viewed as untrainable unless they are either fixed or placed in special institutions which suited them.

For all those years, Malawian SNE archetypal and emphasis was, like what McCullough (2007) and Schneider (2009) said, on rehabilitation, therapy and trying to 'make the student normal'. Respondents acknowledged that the results from this SNE model have been murky, leaving children with disabilities in our societies far behind. According to them, this called for a swing in Malawi from SNE to IE delivery approaches; augmented by global shift in dogmas and policies from SNE to IE advocacy. These revelations from interviewees augured well with the findings of Kamchedzera (2010), Chimwaza (2016) that segregated school placements lead to a segregated society, but inclusion fosters increased opportunities and greater understanding of differences for all involved.

Consequently and gradually, Inclusive Education was introduced later in the years of 2000s. The study established that in inclusive education, it is the system which must adjust. When asked to describe what they understood by Inclusive Education, most respondents implied that under IE, disabled and marginalized students are expected to be accepted and valued for their eccentricity and distinctiveness; implying that it is the school system which must adjust to accommodate the learners with disabilities, and not vice versa.

The word Inclusive Education was coined to denote the inclusiveness of the model. As the study found out, the government aimed to use IE to have students with disabilities encouraged to learn and interact with one another in a wide range of methods and activities. Thus, their differences

are explored and enjoyed in mainstream school systems. However, a few schools were identified as pilot centres to spearhead the work with expectations to spill it over to other institutions over time as apposite infrastructure is gradually being provided. The study further found that since its inception, the government of Malawi continues to advocate for IE. Just as earlier pointed out by Itimu-Phiri, et al (2016), the government of Malawi recognizes the commitments of all the stakeholders in SNE policy process. Conversely, the study found that much of the noise about supporting IE is just on paper. That notwithstanding, the research indeed documented that education of children with disabilities has evolved from SNE of precolonial era to IE of today.

Nonetheless, one would wonder whether we as Malawi can say we have successfully implemented IE in our country. Inclusive education is more than just providing chairs to students with disabilities in mainstream school classrooms.

The role of the teachers in the development of IE policy

Under the "Evidence-Based Model", IE policy development runs from agenda development, evidence or data collection, policy formulation to capacity building. As adequately informed by several models and theories, the role of teachers throughout that policy development process is incontrovertible. Sadly though, it came out clearly in the study that such a role of teachers in IE policy development is overlooked either deliberately or ignorantly. Out of 11 interviewees, not a single one had been directly involved in IE Policy development process and only three had been trained as specialists in SNE. The expectation was that, building on the Evidence-based Model of Policy Formulation, teachers would be fully involved in the development process. In fact, teachers were always willing to give all the necessary input for IE policy development. Unfortunately, teachers were never consulted during policy formulation. Evidence-based model propose that during policy development, especially at formulation stage, input from teachers is of paramount importance, regardless of whether or not there was a similar policy in implementation. At this point, IE policy planners are expected to take a passive strategy and allow teachers to contribute as much information as possible. Teachers are the ones who can satisfactorily answer the questions raised above in the model to shape the incoming policy; *Are people adequately aware of policies around IE or SNE? Did the forgoing policy fit into the cultural context of the target community? If no, how can the incoming IE policy be shaped to fit in the cultural context? Is the preceding policy being successfully implemented, and why? Is the policy satisfactorily being supported or maintained*?

The Evidence based Model encourage that unless the incoming policy has been adequately collaborated by the evidence gathered from key stakeholders such as teachers, policy planners should never proceed to use it. When teachers are part of the policy development process, they do not just understand more what they are expected to implement, but they also offer a great deal of input with which to build the policy. They know what the children with disabilities are going through and therefore have a flawless course of where the policy should head to.

That is why it was greatly disheartening to find that not a single teacher had been directly involved or consulted during the development of the current IE policy. Most teachers were not happy and admitted that it was difficult and demotivating to implement a policy that was just handed over to them from above. Worse still, such teachers were not trained to implement that policy. For instance, when asked if teachers were involved in IE policy development, like all other interviewees, they said no. If one looks at the magnitude of work that teachers undertake during IE policy implementation, it does not appear sensible to ignore them during IE policy development stages. Sadly, that is what the study found; that teachers were in the fringe, they had no role in IE policy development process.

Surprisingly, it was found that teachers are the most overburdened during IE policy implementation. Evidently, apart from delivering lessons to students with disabilities, they are expected to create a favorable learning and socializing environment for learners with disabilities within the mainstream school setup. Among others, teachers are expected to **motivate** children with disabilities, to help them **socialize**, to **monitor** their health and academic condition, to **parent** them, to **support them and coordinate support** from other members of the society such as fellow students, the support staff and other people from outside the school parameters. Simply put, teachers are supposed to cultivate a conducive environment of the entire IE school community towards acceptance and support of leaners with disabilities. That is the responsibility that teachers shoulder during policy implementation but they are bypassed during policy development.

Such enormous work requires that teachers MUST first play a big role in policy development or formulation, then be adequately trained, sensitized, supported and motivated through and

through. It is important to remember during policy formulation that a competent teacher is the most vital factor needed for successful IE policy implementation; and can support and boost academic achievements of children more than other factors can do. These other factors, according to the European Agency for Development in Special Needs Education (2010) include class size, class composition, or background of learners.

At implementation stage, the principal role of teachers in IE is to deliver lessons to learners with all the diverse methods suitable to children with respective disabilities. All other roles are secondary and complement to effectively help learners with disabilities learn successfully. As revealed during the interviews, teachers are expected to teach and by all means help students learn. They are expected to prepare lessons and approaches that will consider the diversity of all learners in a classroom situation. In IE school systems, learners' diversity is compounded by having children with varied disabilities.

Earlier on, Chimedza (2015) and Chavuta et al (2008, p.12) argued that inclusion assumes that teachers who teach students with disabilities command the expertise necessary or are adequately supported by specialist teachers or consultants with the expertise. Surprisingly, this was not found to be the case and respondents were very clear about that. No teacher had been involved in policy development and only three teachers, (two at School A (urban) and one at School B (rural) had some training as specialist teachers. Further, there was little or no support at all from specialists, consultants or supervisors of IE policy implementation especially at School B (rural).

The substitute for teacher involvement and formal training in IE are government funded workshops, sensitisation and in-service trainings at school level. Such training opportunities would provide timely familiarization, knowledge, skills and abilities to teachers to help students with disabilities to learn successfully; which is the paramount role of teachers as leading IE policy implementers. Sadly, teachers had no role in IE policy development. Even simple school-based sensitization on SNE and IE was only reported at School A (urban) through in-service trainings. Such study outcomes clearly show that those assumptions by Chimedza (2015) and Chavuta et al (2008, p.12) are often misplaced. Such findings; being more pronounced at Rural Secondary School than Urban Secondary School, tell us that IE policy process contradicts its own underlying principles and assumptions.

Another interesting variable that emerged out of the study is the introduction of SNE course as part educational programmes at colleges. It is true that teachers' training colleges began to include topics on disability and inclusion in their curricula in a bid to equip prospective teachers with basic knowledge, skills and attitudes for IE policy implementation. To exemplify, that is the training that Patrick (school B) received while doing his undergraduate studies at Chancellor College, a constituent college under the University of Malawi. Despite that, the study revealed that such initiatives are just a drop in the ocean as highlighted by Patrick (school B). The courses are shallow. That is, they lack the scope, sequence and motivation required and are not accorded the time allocation befitting the importance of IE in our societies because the course is circuitously regarded as a fringe. As such, teachers are not certain if they would ever use the knowledge and skills after graduation and deployment. Clearly, such an approach does not just place IE training in jeopardy but it also means that teachers are often regarded as unfit to advise IE policy planners but only fit to receive the policy instruction and carry out the commands. As a result, the IE policy document that emerges from the process has a lot of flaws and teachers are usually unprepared to effectively serve learners with disabilities owing to lack of necessary knowledge, skills and attitudes.

The study also found that such neglect of teachers' roles during policy development is a major source of teacher frustration and negative attitude towards IE among regular teachers. If teachers do not know how to handle a particular situation of a student because of lack of familiarization with the IE policy, they might become frustrated and fail to work accordingly. Without doubt, by undermining comprehensive teacher involvement in IE policy development process, training and supporting teachers in SNE, IE policy process is doomed to struggle, if not crumble.

The other role of teachers that emerged out of the study is to motivate and help learners with disabilities to socialize, both in class and outside the classroom. This too does not just happen. It begins with framing the IE policy properly to accommodate elements that support teachers and learners to promote enjoyable learning processes of learners with disabilities. It was naïve to ignore the role of teachers when formulating the IE policy as seen in the study. The role of teachers' input during policy development is very crucial. Teachers will advise what elements to factor in the IE policy document their using their routine experience of helping students. As such, there could be some small but very crucial elements for the education of children with disabilities but cannot be captured by anyone except the experts on the ground who are teachers.

Hence, involvement of teachers in IE policy formulation is very crucial in coming up with a policy that addresses the needs of the society.

Like for any other student, learners with disabilities are away from their parents and or guardians during school hours or days for day scholars and boarders respectively. Teachers assume the role of parents of these children when they are at school. Hence, equally important is the parenting role of a teacher on children with disabilities since such learners are more vulnerable and delicate to teach. This means that teachers are better placed to advise policy planners during IE policy formulation on what to include in the policy document before it is rolled out. Sadly, the study found that teachers had no role in that development process. One can only guess that the resultant IE policy which is developed without the input of teachers is half-baked.

The other role of teachers in IE policy development is providing community sensitisation and mobilistaion. "Naturally", teachers are expected to civic educate leaners, parents and all members of the society on contemporary and cross-cutting issues from time to time. In IE policy implementation process, teachers are expected to prime in sensitization of the community around the schools to come to terms with the policy. As a matter of fact, it was found that teacher-led sensitization can go a long way to repairing the attitude of the community towards IE. On the same question, the attitude of parents around School B (rural) fell short although some teachers like Daniel believed that t*here is mixed attitudes, others think that leaners with disability can do better... While others say that they cannot do anything so they just keep them at home…*" Coincidentally, there was no sensitisation at the school as well. The point remains that if teachers are involved in the process of IE policy development from the beginning, they can contribute more on sensitisation even before the policy is rolled out.

In the end, without doubt, teachers are the most important resource in any educational policy development process. The best way to develop a policy is to gather and factor in a lot of input from implementers on the ground. It therefore demands that teachers MUST be involved in IE policy formulation as much as they are involved in implementation.

How different is the implementation of IE policy in the school A (urban)s from the school B (rural)s?

A comparative analysis of research results has massively exposed some disparities in the implementation of IE policy between rural and urban secondary schools. There were notable differences between School A (urban) and School B (rural) secondary schools in regard to allocation of SNE specialist teachers, availability of IE facilities, provision IE teaching and learning resources, support from non-governmental organisations and school-initiated sensitisation. The only similarity was in the absence of political will from the government as summarized in the table below.

Aspects	School A (Urban)	School B (Rural)
SNE Specialist teachers	Two (2)	One (1)
Suitable IE Infrastructure	Available	Not available
IE T/L Resources or Materials	Available	Not available
School-Initiated IE Sensitisations	Conducted	Never conducted
Support from NGOs	Received	Never received
Political Will towards IE by Government	Poor	Poor

TABLE 2: Aspect of IE Implementation

As regards to allocation of specialist teachers, school A (urban) seem to have a better lot as seen in the table above. We should be quick to remember that out of the 11 respondents, not even a single teacher had specifically been trained in IE, even among the teachers who were not part of the study. The three teachers who were recorded as specialists had trained within the paradigm of SNE. Either way, they are the closest to IE specialists we had and therefore they will be regarded as such. Although the study indicated that the allocation of these specialist teachers in SNE is not balanced, with school A (urban) taking more than school B (rural), the estimated number ratio of specialist teacher to students with disabilities is disquieting. It is a well-known standard that the recommended SNE specialist teacher-pupil ratio is 1 to 6. This means that under IE, that is the ratio that should apply when students with disabilities are taken to the resource centre for remediation. Evidently, having **one** specialist teacher at school B (rural) or even **two** at school A (urban) makes the efforts of stakeholders in implementation process of Malawi's IE policy sound like a joke.

When it comes to the provision of basic IE infrastructure, it was found that school A (urban) had better basic provision than school B (rural). For example, it was established that School A (urban) has a resource room, computer rooms and other equipment like wheelchairs and projectors while School B (rural) does not have any. Although teachers from School A (urban) still felt that the infrastructure was not perfect for IE implementation, the school has some basic structures typical of an IE mainstreaming school.

In access to teaching and learning resources such as braille materials, hearing devices and others, school A (urban) seem to have an advantage disproportionately. Interviewees from School B (rural) reported that the school continues to struggle pathetically in the face of material shortage. Indeed, there was more support as regards to resources at School A (urban) than School B (rural) .

On support from other NGOs towards IE, comparatively, there was more reported support from the NGOs at Urban than at School B (rural). This explains why there was more access to IE teaching and learning resources and materials at School A (urban) than Rural secondary school. In the same vein, respondent from school A also said "… *we also get some materials like from stakeholders … sometimes they come assess our learners and maybe maintain those hearing aids...*" On the contrary, School B (rural) did not receive any support from NGOs except from a group of concerned teachers who went to the school to teach students sign language. This demonstrates hidden imbalances in access to support from IE actors between rural and urban schools in Malawi.

About commitment of the government on the policy, also known as political will, it was apparent that there was not much to show significant commitment from the government at either school as seen on the rating table below.

Government Commitment	Urban SS (Percentage)	Rural SS (Percentage)
1. Provision of infrastructure	40	0
2. Provision of IE T/L materials	40	17
3. Monitoring of IE implementation process	20	17

4. Provision of refresher courses in IE	0	0

TABLE 3: Traits of Political Will towards IE

The rating scale of government's commitment in traits above ranges from zero percent (extremely poor), 50 percent (average) to 100 percent (extremely good). For example, for a recorded 40 %, it means that 40% of the respondents (School A) reported availability as seen on infrastructure and resources against 0% from School B. Apparently, the table provides a clear indication that the government failed to even reach its required average in every parameter of commitment at both schools. Although School A (urban) received more resources from the government through the school funds. The challenge is even worse at School B (rural) where the teachers feel that the government should not have introduced IE because there is total lack of commitment. At School B (rural) there was nothing; no support and no follow-ups from government authorities who are IE policy planners. At both schools, rural and urban, the government through IE policy supervisors rarely came to monitor progress of the policy implementation.

1.1 Application of theoretical framework

Governmentality

The study results in this paper have established that the model upon which IE planners developed this IE policy were based on the major assumptions of Foucault's theory. As seen in the previous chapter, through the term Governmentality, Foucault claims that governance was more of a sovereign power (the state) exercising power on the public through agents including education (Edwards, 2010 p.353). That assumption provides informed authority on the government to trigger paradigm change from SNE to IE through development of IE policy document. The outcomes from this research indicate that the government took a leading role in formulating the IE policy in line with Governmentality theory. All the respondents from both schools had no idea regarding the process of IE policy development. This means that the government assumed all "sovereign power" of governance to exercise on all IE policy actors. This approach has been proved entirely unproductive.

It is better to approach IE policy development in line with Dean (1999). As highlighted in earlier chapters, Dean defines governmentality as an aiding and constraining force and not essentially a disciplinary force. This meant that IE policy must create opportunities for actors to either fit into or fall apart from the policy process. Under this notion, a government that desires its IE policy to be successful would take deliberate measures to create conditions for actors to fit into. Thus, allowing all actors to fully contribute their input from start to finish. As the results of the study started coming in, it was apparent that Malawian IE policy development process was bent towards Foucault's definition of governmentality since all teachers who are leading IE policy implementers were hardly involved in formulation of that policy.

Dean's definition of governmentality has two faces. It is either an enabling power or constraining power among policy actors. As Foucault looks at the actors' (public) actions as "the forces and capacities of living individuals, as members of a population, as resources to be fostered, to be used and to be optimized." (Dean, 1999, p.20), the reaction of actors such as teachers towards IE policy depends on how the government values them in the process. As witnessed from the study outcomes, if the IE policy planners like the government leaders do not allow other actors such as teachers to fully participate in the policy development process, they might engage their enabling and constraining power to frustrate the policy. Along this line, earlier on Rose (1996) suggested that policy actors in this case teachers must consider themselves as autonomous and as powerful enough to direct the direction of the life and be able to make meaningful choices. For example, if teachers are not properly engaged in IE policy development and not trained, they might gradually feel that it is pointless in trying to work hard to implement the policy in the face of meagre resources. In fact, Christopher said, "…*they (teachers) do it the way they know they should do which at the end of the day it looks as if they are not helping...so it's a big challenge because they want to do it but they don't have the knowledge*…"

It was discovered from the research outcomes that both learners and teachers continued implementing IE policy despite all the shortcomings around the policy process. This is in line with the central concept of governmentality regarding the will of the individual self to

constantly better themselves. Chung (2015, p.5) also described education as one of the tools used to better oneself on the larger global market. But also, Foucault repeatedly refers to a subject with freedom of choice (Chung, 2015, p.37). So, teachers and students with disabilities act as knowing subjects, aware of their own ethical and moral obligations, in pursuit of being better selves. They are reflective subjects able to accept or reject the rules or policies imposed on them. In this research, it was found that although teachers were aware that they had been neglected by authorities during policy development, they still continued implementing IE despite with paltry support because, in line with Foucault's notion, they went for the "greater good" of helping innocent children with disabilities. Even students with disabilities themselves did not show resistance in being 'included' into the mainstream school because as reflective objects, the moral obligation to learn outweighs the negativity towards IE. All they seemed to focus on was learning, driven by intrinsic nature of human beings to learn and better oneself.

The other interesting part of Foucault's theory is he, 1980, 1999 as cited in Askheim 2012, advocates that power and knowledge are two sides of the same coin. So, Askheim equated knowledge with power. In other words, knowledge empowers individuals and teachers, especially specialist teachers who have SNE knowledge. This view triggered a desire to explore how the knowledge/ power that SNE teachers possess affects policy achievement. From the research outcomes, it was disheartening to discover that the knowledge that such teachers command had been underutilized. Ultimately, the effects on IE policy achievements are drastic. First of all, the policy was developed without the due input of teachers and so it was half-baked, with some gaps. Secondly, teachers who are leading policy implementers were caught unawares and therefore they cannot produce expected results.

The applicability of the role of discourse within the theory of governmentality to this study cannot be overlooked. The results of the study placed the whole IE policy development approach on this model. "The concept of discourse was defined as the patterns of thought that fall under the foundation of how a phenomenon is defined" Askheim 2012, p86 citing (Solvang 2000, Grue 2001). The one who has power has more knowledge than the other (the object). This notion places IE policy planners above implementers such as teachers; and informs the top-bottom approach to IE policy development. Without doubt, when teachers were completely ignored during IE policy development, it meant that they were considered less useful and less powerful, who should just implement what has been handed to them as perfect.

The results would have been different if IE policy planners had taken the argument by Vågan and Grimen 2008 cited in Askheim 2012, p.87 about the role of teachers in modelling the society. When Askheim claimed that professionals like teachers are the governments' tools in raising productive citizens in the society, one would expect that sensible IE policy planners in Malawi would not only place teachers at the core of IE policy implementation process but also let them fundamentally inform the policy formulation process. These are professionals who can help to bring to light knowledge about what is sensible or morally correct for the citizens. Clearly, IE policy implementation process was found to contradict the theories that informed its formulation.

Habermas Model

Communicative Action

For a start, it is worth noting that Communicative Action theory strongly sways decisions by the government, on behalf of the entire society, to shift from SNE prototype to IE paradigm. This is because the theory advocates that lifeworld of an individual is characterized by "culturally transmitted and linguistically organized stock of interpretive patterns" (Habermas, 1987, p. 124 in Keeffe, 2003, p.71). Simply put, as individuals, we belong to a certain society and are part of various social interactions in this society. As discussed in earlier chapters, these interactions become what Keeffe, 2003 (p.71) describes as "inherently familiar" and all life experiences the individual encounters are interpreted based on these interactions and knowledge gained. More important to note is that language and culture are crucial components of the lifeworld. They are tools which help one to actively participate in interactions and share their knowledge and understanding and thereby helping the group to reach a consensus of a matter. The argument for IE is that if we want our children with disabilities to learn properly and match other children in our society, they must be placed in the same learning community with uniform environment.

The theory perfectly shapes the IE policy development and implementation. During development of the policy, it was discovered that policy planners had shaped the policy to place students with disabilities randomly into mainstream schools in order to create a community of mixed students with varied traits. For instance, Godfrey (school A) said, "…*like here at School A (urban) there are different types of disabilities…*" The language and interactions that would

emerge from this process, as expected, would propel learners with disabilities to attain their highest academic performance.

At implementation stage, the study found that Habermas Model took a significant part as teachers indicated that after classes, students would be grouped randomly to discuss subject concepts. The other respondent revealed that they used study circles which were a permanent norm to allow students to continue discussing and sharing knowledge outside class time. Even more, Samuel (school B) said,

> "…*As a school, we combine all the students together because in other schools they separate them. Sometimes what I do is that we have other students that know sign language when the special needs students have not understood I ask them to interpret to the special needs students and the lesson goes on…*"

This shows how much value teachers place of social interaction in IE implementation process. Although this process overburdens other students, the strategies go a long way in fostering social cohesion. The language and bonds between students with disabilities and those without disabilities that are cultivated become decisive in achieving effective IE policy implementation as witnessed from School B (rural).

1.2 Limitations

There were some deficiencies in the research process which cannot be ignored. The researcher is aware that while the respondents in the study were not consulted in the development of IE policies in Malawi, this cannot be a representation of the whole teacher population in Malawi. We cannot overlook the fact that perhaps other teachers elsewhere were consulted during the policy formulation.

Secondly, the study being a purposive sample-study was conducted in 2 schools in the same district. This was due to limited time and resources. The study findings may not be generalized to the wider school population in Malawi. There might therefore be need for future studies to conduct research in all districts in Malawi to assess if the research findings of this study are uniform across the country.

5.4. Policy framework implications

The policy framework of IE in Malawi has also been tested in this study. As seen in chapter two (2), concerns were raised around the lack of clarity over the meaning of inclusive education, over the preparedness of teachers to include children with disabilities and over the availability and supply of specialist support and technology (Wapling, 2016). Simply put, in most developing countries including Malawi, people do not fully understand what IE is all about, there are no IE specialist teachers for implementation and schools do not have necessary facilities for the program. These are critical IE components that must be clarified during policy development. In any case, a policy framework must be responsive to or at least mirror the society it aims to serve.

Chimedza (2016) had identified misrepresentation and lack of contextualization as one of the problem of SNE and IE in Africa. He suggested that many developing countries' important policies like IE policy are a spillover from developed countries with very limited understanding of local conditions. The better position is that that adoption of such policies and practices are adapted to auger in with cultural context and resource base of the developing countries themselves. This is critical for the success of any such initiatives. Sadly though, the results from the study indicated that IE framework in Malawi was not adjusted to suit Malawian context. Three notable indicators were highlighted from the study.

Firstly, the study noted that IE had been introduced in Malawi without any sensitisation on both the community and teachers. By not giving priority to community sensitisation, IE policy in Malawi assumed that it will operate in a community of high civic awareness. That framework is not typical of Malawi and Africa in general. Malawi is among countries where a lot of misconceptions around several issues even IE from parents, students even teachers exist, naïve to assume that people understand what IE is all about. For example, the results found that some parents would rather keep their children with disabilities at home than send them to mainstream schools. Others would rather send their children to SNE schools. That is enough evidence that people were not given enough sensitisation. At School A (urban), positive attitude towards IE gradually started improving after local sensitisation took place. Prior to this study, other scholars such as McCullough (2007) and Schneider (2009) echoed that there is a perception that in special education, the student with a disability is the problem and needs to go to a special place to 'get fixed' or at least 'mended'. As such, the study findings clearly show that IE policy framework development in Malawi was "Copy and Paste" process.

Secondly, the study also found that IE had been introduced without proper infrastructure and other suitable facilities. This is a sign of policy framework misrepresentation. These findings confirm what Kamchedzera's Post-Doctoral thesis on Malawian IE found; that there is a mismatch between policy and practice (Kamchedzera, 2010). As seen in chapter 2, she argued that even though teachers, pupils and the elite welcomed the idea of inclusive education and are not in any way against it, the major challenge was inadequate allocation of resources in order to support its successful implementation. By introducing IE in schools without ensuring proper and prior provision of suitable infrastructure, IE policy in Malawi ignored the socio-economic setting of the country. In fact, it takes ages to construct a basic school structure in Malawi. Evidently, such an IE policy framework does not reflect Malawian models and cannot work.

Lastly, as shown by the outcomes, the study found that students with disabilities at both schools were predominantly taught by regular teachers. This is similar to what other scholars found in other African countries like Zimbabwe (Chimedza, 2015, Chimwaza, 2016). These scholars, despite writing on different contexts, indicate that regular teachers that teach students with disabilities in their classes should have both the psycho-social and pedagogic knowledge of special needs and diversity in education to make inclusion work. The policy framework did not take into account the challenges of teaching staff that Malawi is facing by introducing IE with setting up proper structures for the training of IE specialist teachers. In fact, teachers are already overburdened. By bringing in more students with disabilities who demand mandatory extra attention, IE policy planners missed a big point. Just like sensitisation and infrastructure provision, the process of training teachers should have taken centre stage before introducing IE in schools.

As seen the policy framework that IE Malawi is operating under has huge implications, most of them if not all, are counterproductive. This therefore begs the question of whether Malawi as a developing country adapted its IE policy to her context, both cultural and economic, or she crudely adopted the internationally developed policy.

5.5. Recommendation for further research
The concept of IE is broad and cannot be exhausted in a single study. Although this study managed to investigate several factors that affect IE policy implementation, central to which

being the role of a teacher during policy development, there are some facades that need more exploration such as;

a. There is need to establish the factors that limit teacher involvement during policy development process

b. There is need to ascertain dynamics that drag political will towards inclusive education

c. There is need to conduct a comparative follow-up study on the children with disabilities from Special schools and those who have gone through IE mainstreaming so far to check the effectiveness of the policy.

d. Also important is to capture reasons why resources are not adequately provided to school B (rural)s as seen at School B (rural).

5.6. Conclusion

The findings of this study form the basis for five major conclusions to be made. Firstly, IE policy formulation and implementation for secondary education in Malawi faces critical cracks. Not only have teachers not been effectively involved in the formulation of the policy, but also have not been followed up to see whether indeed the policy is being implemented as was designed. Teachers complain of lack of consultation at the grassroots; the policy being imposed on them. Teachers also see no emphasis by Government as evidenced by lack of visits from the Special Needs Directorate or the Supervisory Directorate. The paradigm shift from focus on SNE to focus on IE has not received the appropriate attention it deserves. Though teachers acknowledge the importance of moving from SNE approaches to IE in the provision of secondary education to children with disabilities, they see that IE was rushed upon without appropriate readiness and protocol on policy formulation, implementation, monitoring and review.

Secondly, teachers have not been trained specifically to manage learners with disability in the mainstream classroom environment. Again, IE faces serious strategy challenges. The Malawi Education sector plan does not critically deal with way the forward on improving IE delivery in secondary schools. There are no plans to build special infrastructure in the mainstream secondary schools nor increase operational budgets.

Thirdly, lack of infrastructures and resources to support IE in mainstream secondary schools in Malawi. School B (rural) are the worst less supported as compared to urban secondary schools on IE. Though the advent of IE policy has seen learners with disabilities being sent to mainstream secondary schools, government and churches running secondary schools have not bumped up resources support towards education of these learners. Schools have no special infrastructure to support learners with disabilities and these include special pathways for those on wheel chairs and the visually impaired for instance. This creates unnecessary burden on the teachers and makes schooling difficult for other learners as they are constantly required to provide extra support both on education and non-education activities.

Fourthly, lack of sensitization and mobilization towards IE creates great opportunities for resistance towards implementation of the IE policy. Challenges emanating from this gap include teachers' discrimination against these learners with disabilities, students' discrimination against fellow learners with disabilities, and negativity of parents and other stakeholders also add to the challenge on discrimination. Rarely do learners with disabilities receive adequate support from home towards their education.

Finally, Government's and other stakeholder's political will towards IE in secondary schools has been tested and found falling beyond mediocrity. Teachers in the mainstream education require support from the Ministry of Education in the form of leadership and appropriate aggressive messaging towards implementation and achievement of intended outputs. Instead, there is no mention of IE in Government's platforms such as radios, TV programs, newspapers, circulars and memos. There are no notable conferences or meetings that Government organizes to call for concerted support of the general population towards IE. The situation is similar for other stakeholders such as NGOs, civil society organizations, Churches and private organizations.

This paper revealed that IE posed a great burden on the teachers in mainstream education and it is negates that the government and society are ready to move away from SNE.

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APPENDICES ....

Figure 1 A multifaceted situation

SOURCE: Adapted from Stubbs, 2002.

Questionaire for teachers

1. What do you understand by the term Inclusive education?
2. Have you received special training to educate learners with special needs?

3. What are the views/experiences of fellow teachers, learners and parents in regard to IE?

4. What are the challenges teachers face in implementing IE?

5. How do you as teachers help to eliminate these challenges?

6. Have you ever been part of the actors that contribute to these policies?

7. What can you say is the state of inclusive education in Malawi with your experience as a teacher?

8. What are the challenges in implementing education policies?

9. What do you do to counteract these challenges as an individual (teacher) and an institution (school)?

10. As teachers(implementors) what support do you receive from government and other relevant stakeholders in implementing IE?

11. What do you think can be done and by who inorder to promote inclusive education in Malawi?

12. Do you think IE policies are viable in the country?

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All correspondences should be addressed to
The Education Division Manager

in reply please quote ref no.SWED/1/1

SOUTH WEST EDUCATION DIVISION
PRIVATE BAG 386
CHICHIRI
BLANTYRE 3
MALAWI

8th October 2018

TO WHOM IT MAY CONCERN

**AUTHORITY TO CONDUCT RESEARCH**

I write to kindly request your office to allow NORMA KACHALI to undertake research activities at your institution.

She is pursuing Masters in Coping and empowerment at Volda University College in Norway.

I would be most grateful if she is given all the necessary support and guidance so that her research activities are carried out successfully.

I look forward to your usual support and hoping at the same time that you will accord this request all the attention and urgency that it deserves.

CHIMWEMWE JUWA
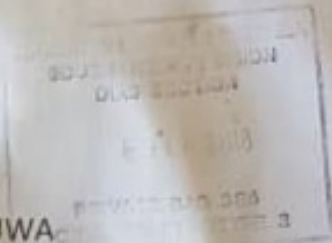
FOR: EDUCATION DIVISION MANAGER (SWED)

Appendix B: Authorization letter

Appendix C: Map of Malawi showing Blantyre city