

Implementation of Inclusive Education Policy for Children with Special Needs in Inclusive Junior High Schools in Magetan Regency

Dyah Fitria Padmasari *, Siti Masitoh *, Sri Joeda Andajani *

* Department of Special Education, Postgraduate, Surabaya State University, Indonesia

DOI: 10.29322/IJSRP.9.11.2019.p9591

<http://dx.doi.org/10.29322/IJSRP.9.11.2019.p9591>

Abstract- This study aimed at describing the overall analysis of inclusive education policy in Magetan Regency which included 1) describing the implementation of the Magetan Regent Regulations number 35 of 2014 in inclusive Junior High Schools in Magetan Regency; 2) describing the obstacles in the implementation of Magetan Regent Regulations number 35 of 2014 in inclusive junior high schools in Magetan Regency and 3) describing the solutions carried out in supporting the implementation of Magetan Regent Regulations number 35 of 2014 in inclusive junior high schools in Magetan Regency. The design of this research was descriptive qualitative research with a policy research design. The objects in this study were SMPN 1 Sidorejo Magetan and SMPN 4 Magetan. Research methods or techniques were interview, observation, and documentation. This study used Content Analysis which was carried out through 3 stages, namely (1) data reduction, (2) data display or data presentation, (3) drawing conclusions or data verification. The results of this study indicated that the implementation of Magetan Regent Regulations inclusive education was carried out with the aim of providing opportunities for children with special needs to obtain education in the regular class, there were several obstacles that arose in implementation activities related to students, educators, curriculum, infrastructure and funding. Nevertheless the local government as the spearhead of implementing inclusive education is making various efforts to minimize the obstacles that occur by carrying out several activities that support the competence of teachers in serving children with special needs.

Index Terms- Inclusive Education, Magetan Regent Regulations, Children with Special Needs.

I. INTRODUCTION

There is a need for treatment and a system to overcome the obstacles of disabilities as well as social barriers accepted by the child. One education system that demands the creation of an open and flexible education system to remove barriers that prevent the optimal development of the potential of all children, including children with disabilities is through inclusive education [1]. Inclusive education must be a generally accepted policy and practice, and not just individual interventions related to one or another vulnerable group (most often, children with

developmental disabilities and physical disabilities or members of certain ethnic minorities) [2]. In the implementation of inclusive education, children without exception can jointly study in the same class without any preparation in special classes first. Apart from being a teacher that plays a central role in promoting and supporting inclusiveness in the classroom [3], to create this, flexibility in policies, creativity and sensitivity is needed [4].

One of the priorities of Sustainable Development Goals (SDGs) in the macro scale is that no one should be left behind for any reason such as because of ethnicity, gender, geographical conditions, disability, or other status in economic opportunities, or human rights including education. These rights are also protected and guaranteed by the Law [5]. The implementation of inclusive education policy is under the umbrella of Article 31 paragraph 1 of the 1945 Constitution and Law Number 20 of 2003 concerning the National Education System showing that the state provides full guarantees to all children including children with special needs in obtaining quality educational opportunities and services. Law Number 20 of 2003, chapter IV article 5 paragraph 1 states that every citizen has the same right to obtain qualified education. Furthermore, paragraph 2 states that citizens who have physical, emotional, mental, intellectual and social disabilities are entitled to education. In Minister of Education Regulation No. 70 of 2009, article 2, it is stated that government embodies the implementation of education that respects diversity and is not discriminatory for all students.

Education for children with special needs is available through the special school that is by classifying children with same special needs to the one room. In recent years, inclusive education has become an interesting issue in the development of national education because for some reasons the education of children with special needs is always considered less important in both developed and developing countries [6]. Inclusive education is seen as a more flexible education system for students with special needs that allows them to study in regular classes with peers without having to be specialized in their class [7]. Inclusive education is an evolution that is the process of changing the educational paradigm for children with special needs [8]. The spirit of the implementation of inclusive education should make the difference of each individual student as profit framed in challenges and not as obstacles or problems in learning.

Magetan Regency is one of the implementers of inclusive education that has declared as an inclusive regency/city [9]. The results of studies at Magetan regency education office show that 17% (118,341) are people with disabilities that are scattered in various sub-districts in Magetan regency. The birth of Magetan Regent Regulation (Regent Regulations) number 35 of 2014 concerning the implementation of inclusive education in Magetan Regency is one form of Magetan Regency's commitment in supporting inclusive education as mandated in the East Java Province inclusive education implementation policy as stipulated in Pergub number 06 of 2011.

Currently the implementation of inclusive education policy in Magetan Regency is faced with several problems, namely: (1) lack of resources and the role of the implementer in the implementation of inclusive education based on national education standards are not maximal, (2) lack of teaching staff and educators, (3) curriculum used in inclusive schools in Magetan still have not adapted to the special needs of children with special needs, (4) the educational background of special tutors is not in accordance with the specialization they take, namely the special education of special children, (5) the bureaucracy and the principal do not fully understand the vision, mission, goals and management of inclusive education systems.

Referring to the real condition of the field and the problems in Magetan Regency related to inclusive education for children with special disabilities, researchers consider that this phenomenon is important and interesting to study so that research that can describe how the implementation of Magetan Regent Regulations number 35 of 2014 in Magetan Regency inclusive junior high school can be done

II. METHODS

This research was a qualitative descriptive study. Researchers used a policy research design in an effort to obtain a picture, explain, and analyze what was hidden behind the implementation of the Inclusive Education policy for children with special needs in Inclusive Junior High Schools in Magetan Regency based on East Java Governor Regulation number 6 of 2011 concerning the Implementation of East Java Province Inclusive Education, Magetan Regent Regulation number 35 of 2014 concerning organizing inclusive education in Magetan Regency.

The objects of this research were inclusive junior high schools in Magetan which were used as the objects of this research, namely SMPN 1 Sidorejo Magetan and SMPN 4 Magetan, by examining the implementation of inclusive education in the inclusive Junior High Schools. The selection of Magetan Regency as a research location was with the consideration that Magetan Regency, in addition to mountain topography, was also one of the regencies that had declared itself to proclaim inclusive education in 2014, so that there were many problems that needed to be solved in efforts to equalize access to education for all and improve the quality of education for children Special Needs to get educational services in the environment closest to where children lived (inclusive schools) [10].

Techniques used in collecting this research data included in-depth interviews, observation, and documentation. Checking

the validity of the data to ensure the credibility of the data obtained, the criteria used to check the validity of the data in this study included: 1) Credibility; 2) Transferability; 3) Dependability criteria and 5) Confirmability [11]. The researchers made an agreement with the data source so that the data obtained was objective. Data validity checking was carried out using the method of triangulation technique. Triangulation was done by comparing observation on the implementation of the development policy of inclusive education for children with special needs in schools surveyed and interview result and other test equipment to the informant related in the different time. Research data analysis was carried out using Content Analysis which was carried out through 3 stages, namely (1) Data reduction, (2) Data display or data presentation, (3) Drawing conclusions or data verification.

III. FINDINGS AND DISCUSSIONS

A. Implementation of Magetan Regent Regulations Number 35 of 2014 at SMPN 1 Sidorejo Magetan

In the process of policy implementation, four elements were needed, including resources, communication, bureaucratic structure and disposition [12]. The four aspects had to be fulfilled in the implementation of Magetan Regent Regulations number 35 of 2014 at SMPN 1 Sidorejo Magetan.

1. Implementation of Resource Aspect

Resource was a vital aspect in the implementation of inclusive education. The resource included human resource, infrastructure and financial resource. The implementation of Magetan Regent Regulations KSS explained:

"So far, the existing resources to carry out inclusion according to Regent Regulations are teachers as human resources, then we are also trying to complete the infrastructure and sources of school finance for the inclusion program according to the Regent Regulations that is ordered. The official duty has given SK to several teachers in our school to become GPK in school"

In the effort to prepare for inclusive education, the government of Magetan Regency had provided teaching staff, fostered inclusive school administrators, developed the competencies of class teachers, subject teachers or special tutors in efforts to improve the quality of inclusive education services.

The interview with the special tutor is as follows:

"The Official duty (dinas) encourages the optimization of teacher performance in MKKS/ KKKs, MMP, KKg for SLB and inclusive teachers in one umbrella namely the inclusive Pokja in Magetan regency. In this forum, various activities are formed, not only as a means of preparing lesson plans, semester program, prota or other learning tools but also sharing knowledge from whom had been sent on a training or comparative study basis with other institutions."

Financial resources in the implementation of inclusive education at SMPN 1 Sidorejo came from BOS and BOSDA through the Magetan Regency education office. In the implementation of inclusive education, it was necessary to have

a resource for infrastructure to support the implementation of inclusive education to achieve the goals of inclusive education for children with special needs.

Apart from government assistance, schools had also helped in the maintenance of infrastructure as a form of school services in order to provide a good picture of school services for the general public. This was stated by the KS that:

"Infrastructure is a major part of our service. For example, maintenance of school buildings, because the condition of the building can provide a clear picture for the community about the good and bad of service. A well-maintained school building will give the public a picture of an orderly and correct educational service."

2. Implementation of Bureaucratic Structure Aspect

If it was observed closely at the bureaucratic structure at SMPN 1 Sidorejo Magetan, for the implementation of Magetan Regent Regulations number 35 of 2014 concerning inclusive education, there was a clear bureaucratic structure and responsibilities in each section according to their respective duties and functions. KS revealed:

"I am here as the new headmaster, the old one has been transferred. The coordinator of inclusive education has not had the chance to be discussed again. We just follow the old one. So there is no change in the inclusive coordinator here." (KS / KN)

From the observation of the bureaucratic structure at SMPN 1 Sidorejo Magetan, besides having an inclusive coordinator, there were also coordinators of curriculum, students, public relations, infrastructure, and student council coaches at this school. Based on the above opinion, it can be interpreted that the bureaucratic structure for inclusive education at SMPN 1 Sidorejo Magetan was in accordance with Permendiknas number 70 of 2009 and Magetan Regent Regulations number 35 of 2014.

3. Implementation of Communication Aspect

Communication is a process of delivering policy information from policy makers to the policy implementer. The communicative policy of inclusive education must contain 2 dimensions, namely transformation and clarity. From the results of observation and documentation, it is found data that the transformation of inclusive education policy began with the appointment of inclusive schools through the SK of the Regent or official duty (dinas) head of Magetan Regency. Furthermore, the education office appoints a special tutor to help the process of inclusive learning in schools.

From the results of the interview there was already effective communication about components in inclusive education at SMPN 1 Sidorejo Magetan, IRW stated:

"The implementation process starts from the appointment of official duty to our school. Then we were ordered by the official duty to propose special tutors who helped in our school. Directly at that time finance was also allocated for the launch of inclusive education as well as for workshops for designated GPK teachers." (IRW)

The observation result of the implementation of Magetan Regent Regulations number 35 of 2014 at SMPN 1 Sidorejo in terms of communication in terms of transmission required that inclusive education policies for students with special needs was conveyed not only to the implementers of the policy, but also to other parties with interest either directly or indirectly towards the inclusive education policy and the target group for the implementation of inclusive education policy as stipulated in the Magetan Regent Regulations No. 35 of 2014.

Based on the results of the interview above, it can be interpreted that the transformation of inclusive education policy from the East Java Provincial Education Office was carried out by appointment of institution as the inclusive organizer school by regent head of Magetan. And in the learning implementation, the education official duty appointed GPK to help solve the problem of education services for children with special needs at SMPN 1 Sidorejo Magetan.

4. Implementation of Disposition Aspect

In the implementation of Magetan Regent Regulations number 35 of 2014 at SMPN 1 Sidorejo Magetan, it has already seen the school's strong commitment, dedication and willingness to provide services for children with special needs. Disposition was defined as a tendency, desire or agreement between policy implementers to carry out the policy. In an interview with KSKN it was revealed that:

"So far, all the teachers and residents of this school just enjoy receiving the presence of children with special needs here. We all have a commitment to serve them as much as we can. Although we have very little funds, we still enthusiastic about educating children and implementing inclusion." (KS / KN,)

From the results of research at SMPN 1 Sidorejo, it seemed that there was a strong commitment as an implementation of the disposition in the implementation of Regent Regulations number 35 of 2014 related to aspects: students, identification and assessment, curriculum, workforce, classroom management and learning activities, grade promotion system and reports on learning outcomes, infrastructure, school management, funding, awards and sanctions, community empowerment.

The success of policy implementation is not only determined by the extent to which policy actors know what needs to be done and are able to do it, but it also determined whether the policy actors have a strong disposition to the policy being implemented [13].

There were three elements of response that can influence desires and wishes, namely understanding, knowledge, and deepening. From the results of the interview at SMPN 1 Sidorejo above it seemed that the three elements were rooted in themselves.

B. Implementation of Magetan Regent Regulations Number 35 of 2014 at SMPN 4 Magetan

In the process of policy implementation, four elements are needed, including resources, communication, bureaucratic structure and disposition [12]. These four aspects must be fulfilled in the implementation of Magetan Regent Regulations number 35 of 2014 at SMPN 4 Magetan.

1. Implementation of Resource Aspect

Related to resources in the implementation of Magetan Regent Regulations number 35 of 2014 at SMPN 4 Magetan, the headmaster of SMPN 4 Magetan further explained:

"Educational staff in inclusive schools include: education unit manager, librarian, laboratory assistant, and learning resource technician. In this case the participation of the Magetan regency education office is to provide ease of recommendations to inclusive school organizers to appoint new workers needed to handle children with special needs, through training either at the sub-district/cluster or regency level"

Financial resources also played a vital role in the successful implementation of Magetan Regent Regulations number 35 of 2014 concerning the implementation of inclusive education in Magetan Regency. It was as the result of our interview as follows:

"The school financial component is one of the determinants of the success rate of implementing teaching and learning activities or services in inclusive education."

The implementation of Magetan Regent Regulations number 35 of 2014 at SMPN 4 Magetan has been supported by existing resources both natural and human resources. Human resources intended included students, teachers/educators. Similar opinions were also expressed by the curriculum representative as follows:

"The attitude of normal/regular students are friendly and have high awareness of their friends who have special needs. It makes children with special needs more able to get their rights in learning and follow learning in school. The implementation of the identification and assessment is carried out by special tutor who is assisted by curriculum, teacher of guidance counseling and other personnel section. From the results of the assessment, they are then grouped / put into one class to take part in learning according to the child's condition or needs." (WK)

School management that was friendly to all students made children with special needs more able to get their rights in learning and following learning in school.

2. Implementation of Bureaucratic Structure Aspect

The bureaucratic structure was the cause of the implementation of inclusive education policy gaps in Magetan regency, which was contained in Regulation No. 35 of 2014. The bureaucratic structure covered aspects such as organizational structure, division of authority, relations between organizational units and relations with external units. The bureaucratic structure in inclusive education schools was in accordance with Permendiknas number 70 of 2009, East Java Governor Regulation number 6 of 2011 and Magetan Regent Regulation No. 35 of 2014 by adding the coordinator of inclusive education. The result of observations at SMPN 4 Magetan obtained information through JN's statement that:

"There is no clear bureaucratic structure for implementing an inclusive program. It still overlaps and all responsibilities of students with special needs are left to GPK. From the observation At SMPN 4 Magetan, it seems that there is no standardized standard operating procedure for the

implementation of Magetan Regional Regent Regulations number 35 of 2014 concerning the delivery of inclusive education in Magetan Regency.

Bureaucratic structure in policy implementation played an important role besides the factors of communication, resources, and implementing behavior. ASN stated:

"The results of interviews and observations in the implementation of Magetan Regent Regulations number 35 of 2014 at SMPN 4 Magetan have a clear bureaucratic structure. There is already a coordinator in the implementation of inclusive education from GPK appointed by the education office through the submission of the principal."

If observed from the bureaucracy structure aspect at SMPN 4 Magetan, for the implementation of Magetan Regent Regulations No. 35 of 2014 concerning inclusive education, there was a clear bureaucratic structure and responsibilities in each section according to their respective duties and functions. It was in line with the opinion of the curriculum section of SMPN 4 Magetan, that:

"The headmaster gave a mandate to the inclusive coordinator in collaboration with the curriculum to carry out the distribution of tasks related to inclusive education programs namely students, identification and assessment, curriculum, workforce, classroom management and learning activities, class promotion systems and reports on learning outcomes, infrastructure, school management, funding, awards and sanctions, community empowerment to achieve the goals of inclusive education at SMPN 4 Magetan". (WKK / PD /)

The result of the observation of the bureaucratic structure at SMPN 4 Magetan showed that it was the same as at SMPN 1 Sidorejo. Besides there was an inclusive coordinator, there were also curriculum coordinator, students, public relations, infrastructure facilities. Based on the results of the interview above, it can be interpreted that the bureaucratic structure for inclusive education at SMPN 4 Magetan was in accordance with the Ministry of Education Regulation (Permendiknas) number 70 of 2009 and Magetan Regent Regulations No. 35 of 2014.

3. Implementation of Communication Aspect

In the implementation of Magetan Regent Regulations number 35 of 2014, it could be seen from the results of the study that there was a good communication between Magetan regency government, education office, inclusive working groups (pokja), headmasters of inclusive schools, coordinators of implementing inclusive education in each school in discussing the components of inclusive education like on the aspects of students, identification and assessment, curriculum, workforce, classroom management and learning activities, class ascension systems and reports on learning outcomes, infrastructure, school management, funding, awards and sanctions, community empowerment.

This communication was carried out in the form of seminars, the formation of joint working groups, bringing resource persons in socialization with students' parents or

school committees. It is like the result of the interview with WKPD below:

"For inclusive education programs, this communication is carried out in the form of seminars conducted by the regency Inclusion Working Group and group of MGMPs, then there has also been the formation of a joint working group and a WhatsApp group. In addition to that, resource persons are also invited in socialization with students' parents and school committee administrators appointed (WKPD)".

From the result of the interview above it can be concluded that the communication aspect of the implementation of Magetan Regent Regulations number 35 of 2014 concerning the implementation of inclusive education in Magetan Regency had also been carried out at SMPN 4 Magetan.

4. Implementation of Disposition Aspect

In aspect of disposition as a form of implementation of Regent Regulations number 35 of 2014, SMPN 4 Magetan was active in forming networks with related institutions or expert teams in the aspects of students, identification and assessment, curriculum, workforce, classroom management and learning activities, grade promotion system and learning outcomes report, infrastructure, school management, funding, awards and sanctions, community empowerment.

The school principal worked together with the inclusion coordinator and special tutor and socializes to all school members to help each other and develop mutual respect, not discriminating against their special friends.

In the aspect of disposition in the implementation of Magetan Regent Regulations number 35 of 2014 in schools was also shown in the recruitment of new students as the results of an interview with SG that:

"A form of commitment also appears in the process of registering new students. Identification and assessment are always carried out by the team shown by the school and curriculum. From the results of the assessment and identification, the curriculum will make a curriculum that is suitable to the needs of the children or curriculum to differentiate and modify the curriculum."

A proportional behavior of educators was needed like providing teachers who gave assistance or help to students without profit attached, and also provided encouragement to students to further improve their learning in order to improve academic and social achievement. This was in accordance with the inclusive policy carried out at SMPN 4 Magetan in the implementation of Magetan Regent Regulations number 35 of 2014 concerning the implementation of inclusive education in terms of disposition.

SMP 4 Magetan is one of the Magetan urban schools that accepts children with special needs to learn together with regular friends within the scope of inclusive school which was also the appointment of Magetan regency government through the education office in 2014. Long before inclusive education in Magetan was declared, SMP 4 was a school that was open to the presence of children with special needs who wanted to study in school.

IV. CONCLUSION

Based on the study results of Regent Regulations implementation study No. 35 of 2014 in Magetan Regency, it can be concluded that the Implementation of Magetan Regent Regulations number 35 of 2014 in Magetan Regency inclusive SMP is carried out with the aim of providing the widest possible opportunity for all students who have physical, emotional, social, social and / or potential special intelligence and / or talent to obtain qualified education in accordance with their needs and abilities. The implementation of inclusive education in Magetan Regency is currently found in schools that are still exclusive rather than inclusive because they receive students conditionally. By implementing this regulation it is hoped that the implementation of education for children with special needs can be obtained optimally even in the conditions of regular classes.

ACKNOWLEDGEMENT

The author's gratitude goes to the I would like to express my gratitude to advisor 1 and 2 who have participated in the writing of this paper until it can be published and useful for many people. Likewise, the author's gratitude goes to the Magetan Regency and SMPN 1 Sidorejo Magetan and SMP 4 Magetan that has provided research opportunities.

REFERENCES

- [1] Adiputra, S. (2019). Perceptions of Inclusion Education by Parents of Elementary School-Aged Children in Lampung, Indonesia. *International Journal of Instruction*, 12(1), 199-212.
- [2] Lazarević, E., & Kopas-Vukašinović, E. (2013). The Role and Place of Parents of Children with Disabilities in Inclusive Education in Serbia. *International Journal about Parents in Education*, 7(2). (Penney, et al., 2018)
- [3] Skjorten, M. (2003). Menuju Inklusi dan Pengayaan. *Artikel dalam Johsen BH & Skjorten MD Menuju Inklusi, Pendidikan kebutuhan Khusus sebuah Pengantar, Bandung, Program Pasca Sarjana UPI Bandung.*
- [4] Mudjito, A. K., & Ashar, M. N. (2017, September). Management of Inclusive School Curriculum in Indonesia. In *9th International Conference for Science Educators and Teachers (ICSET 2017)*. Atlantis Press.
- [5] Suleymanov, F. (2015). Issues of inclusive education: Some aspects to be considered. *Electronic Journal for Inclusive Education*, 3(4), 8.
- [6] Nuryani, N., Hadisiwi, P., & El Karimah, K. (2016). Komunikasi Instruksional Guru Dan Siswa Anak Berkebutuhan Khusus Di Sekolah Menengah Kejuruan Inklusi. *Jurnal Kajian Komunikasi*, 4(2), 154-171.
- [7] Kusumastuti, G., Yusuf, M., & Himawanto, D. A. (2017). The Need of Disability Awareness Training for Regular Students in Inclusive School. *International Journal of Recent Engineering Science*, 3(4), 15-19.
- [8] Solihat, G. (2018). Evaluation of the implementation of inclusive education in Magetan. *IJDS: Indonesian Journal Of Disability Studies*, 5(2), 175-179.

- [9] Mudjito, A. K., Harizal, E., & Elfindri, E. (2012). Pendidikan *Inklusif*. Jakarta: Baduose Media.
- [10] Moleong, J. (2013). Lexy.(2010): *Metodologi Penelitian Kualitatif*. Edisi Revisi. Bandung: Cetakan ke-28. Remaja Rosdakarya.
- [11] Sulistyadi, H. K. (2014). Implementasi kebijakan penyelenggaraan layanan pendidikan inklusif di Kabupaten Sidoarjo. *Jurnal Kebijakan dan Manajemen Publik*. Vol, 2.
- [12] Ointu, M., Mufti, M. I., & Natsir, N. (2016). Implementasi Kebijakan Penyelenggaraan Pendidikan Inklusif di Kota Palu. *Jurnal Katalogis*, 4(12). 72-83.

AUTHORS

First Author – Dyah Fitria Padmasari, Department of Special Education, Postgraduate, Surabaya State University, Indonesia, and dyah.19017@mhs.unesa.ac.id.

Second Author – Professor Dr. Siti Masitoh, M.Pd., Department of Special Education, Postgraduate, Surabaya State University, Indonesia, and sitimasitoh@unesa.ac.id.

Third Author – Dr. Hj. Sri Joeda Andajani, M.Kes., Department of Special Education, Postgraduate, Surabaya State University, Indonesia, and sriandajani@unesa.ac.id.