



# Implementation of Inclusive Education Policies to Create Learning Equality

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**Abstract.** Education is a supporting aspect and plays a major role in determining the success of a nation's achievement. Although the education sector is a very important sector, the distribution of education is an unresolved problem such as the availability of educational services for persons with disabilities or children with special needs. Based on the Law of the Republic of Indonesia Number 20 of 2003 concerning the National Education System which states that education is the right of everyone without exception, including people with disabilities. Based on data from the National Socio-Economic Survey (Susenas) in 2018, the number of people with disabilities in Indonesia was 14.2% of the total population, which was 30,380,000 people. In answering this problem, since 2009, Permendiknas Number 70 of 2009 issued. Inclusive Education for students who have abnormalities and have potential intelligence and/or special talents. This article will discuss the Implementation of Inclusive Education Policy Implementation to Create Education Equality. The analysis will be carried out through an in-depth literature review through regulatory documents, previous articles, and news related to the implementation of this policy. Through a literature review, this article will explain how the implementation and outcomes of inclusive education policies are.

**Keywords:** Implementation · Inclusive Education · Learning Equality

## 1 Introduction

Education is one of the most important aspects of life support. Not only determines the success of an individual, education also plays a major role in determining the success of achieving the goals of a nation. Education is the main foundation for the formation of high-quality human resources that will have a positive impact on the sustainability of a country's development. Education is a right for all individuals, this is emphasized in the Law of the Republic of Indonesia Number 20 of 2003 concerning the National Education System which states that education is the right of everyone without exception, including people with disabilities.

Based on data from the National SocioEconomic Survey (Susenas) in 2018, the number of people with disabilities in Indonesia was 14.2% of the total population, which was 30,380,000 people. Of this amount, 12.5% are children with Down syndrome who

are not in school with details of 10.8% but it is still possible to enter the world of education, while 1.7% cannot be trained and enter the world of education. (Al Ansori, 2020). The large number of people with disabilities in Indonesia, of course, has demanded the government to try to fulfill their rights as citizens. Inclusive education is also present as an effort to improve the quality of education services for children with disabilities or special needs. This idea emerged from the UNESCO principle, namely “Educational for ALL” which implies that education is available to all regardless of differences, or must accommodate the diverse needs of students who are normal or have special needs. (An Efa Flagship in Sulistyadi, 2014). Since 2009, the Indonesian government has instructed educational institutions at all levels to implement inclusive-based education as regulated in the Permendiknas Number 70 of 2009 concerning Inclusive Education for Students Who Have Abnormalities and Have Potential Intelligence and/or Special Talents. In the Ministerial Regulation, it is stated that inclusive education is an education administration system that provides opportunities for all students who have disabilities and have the potential for intelligence and/or special talents to attend education or learning in an educational environment together with students in general. In law of the Republic of Indonesia Number 20 of 2003 concerning the National Education System states that the purpose of inclusive education is a conscious and planned effort to create a learning atmosphere and learning process so that students actively develop their personal potential to have religious spiritual strength, self-control, personality, intelligence, noble character and skills needed by themselves, society, nation, and society. and country.

Through inclusive education, there is a hope for those belonging to minority and neglected groups to obtain inclusive education opportunities together (not separately) at all levels, from early childhood education (PAUD) to college level. Although not separate, inclusive education still has differences with the education model in general, such as differences in teacher attitudes towards students with special needs, the facilities and infrastructure provided, and the curriculum used. In general, the inclusive education. Learning system at the primary and secondary school levels applies a full inclusive model approach, in which students with special needs study together with students in general in the same class (Sudarto, 2017). In this case, the Class Assistant Teacher (GPK) has a very important role, where the duties of a GPK are more in the functions of consulting, coordinating, and assisting students with special needs (Zakia in Taufik & Rahaju, 2020). With this concept, non-SLB regular schools are expected to accommodate educational services for children with special needs. One of the provinces in Indonesia that has a fairly high progress rate in the implementation of inclusive education is East Java Province which is divided into 15 districts/cities.

Some of these regencies/cities include, Surabaya with the location of SMA Negeri 10 Surabaya, then Malang City is located at SMAN 9 Malang City and SMA Muhammadiyah 1 Malang City, and Banyuwangi Regency has developed 22 inclusive high schools levels. (Taufik & Rahaju, 2020). The inclusive school was chosen on the grounds that the school already has human resources who are ready to implement inclusive education policies (Anggitaningdyah et al., 2009).

## 2 Method

This study uses a descriptive method with a qualitative approach that aims to describe and get a clear picture of the implementation of inclusive education policies to realize learning equality. Based on Creswell in Taufik & Rahaju (2020), explains that the qualitative approach is very suitable to be used to understand the meaning of a number of individuals or groups of people who are considered to be derived from social problems. This research was conducted using the literature study method (library) through document studies which were divided into qualitative documents and official documents. Qualitative documents are public documents or private documents, and information available in the mass media.

## 3 Results and Discussion

### 3.1 Inclusive Education Overview

Based on these data, it can be said that the number of schools that have been appointed to provide inclusive education is not maximized. Almost at all levels of education, the number of schools that have been designated as inclusive schools has not reached 50%. Even so, the presence of this inclusive education system has helped people with disabilities to get the same learning opportunities (Taufik & Rahaju, 2020). In its implementation at the high school level, the inclusive education policy is implemented in several stages, starting with the registration/PPDB process where there is a special path for prospective students with special needs. After that, the identification and assessment stages are carried out which are useful for determining the IQ level of prospective students with special needs. For example, at SMAN 8 Surabaya, the IQ set is at least 100, while at SMAN 10 Surabaya, the minimum IQ is 90 (Anggitaningdyah et al., 2009).

The learning process and curriculum were also reoriented and modified. The modification made is the updating of the lesson plans by the class assistant teacher who coordinated with the related subject teacher to adjust the needs of students with special needs.

### 3.2 Implementation of Inclusive Education Policy

A. Communication In order to clarify standards or policy indicators, inter-organizational communication is needed to facilitate the process of passing information from information sources. The success or failure of implementing a policy will be greatly influenced by whether or not the communication channel between the policy implementing organizations is good (Kasmad, 2016). Edward II in Widodo (2007) explained that there are several dimensions in the aspect of communication, namely the dimensions of transmission, clarity, and consistency. In terms of the consistency of the information transmission process, routine meetings are usually held per period of the appointment of inclusive schools. The meeting involved principals and teacher representatives from schools appointed as inclusive education service providers. In addition, the transmission of information to the internal parties of the school is also carried out which includes

all employees within the scope of the school, students, and parents and guardians of students. This process is carried out regularly every new school year through School Committee meetings. In addition, the use of media such as cooperation with television media, pamphlets, banners, and billboards is also quite often used as a means of outreach to the public.

b. Resource, Success in the process of implementing a policy will depend on the ability to maximize existing resources (Aziz, 2019). In implementing a policy, the allocated resources are human and nonhuman resources, such as information resources, authority resources, and facility resources.

In East Java Province, the provincial government has provided financial assistance in accordance with East Java Governor Regulation No. 30 of 2018. The source of funding from the government itself comes from the APBN which is distributed in the form of blockgrant and BOS, and comes from the APBD which is used to increase capacity such as meetings, data collection, preparation examinations, and teacher training. In addition to assistance from the government, some schools also get financial resources from pre-determined tuition payments. As in SMAN 10 Surabaya, there is an SPP that is paid every month in the amount of Rp. 150,000/month. The funds will be channeled into several school needs such as non-honorary teachers who become GPK, and the construction of facilities that support the accessibility of students with special needs. In addition to financial, facility resources are also very important.

Based on research by Sulistyadi (2014). However, there are still some obstacles in this aspect, such as the unequal quantity and quality of facilities and infrastructure owned by each inclusive implementing school. This can be seen from the existence of several schools that do not yet have complete and standard facilities and infrastructure. One example is the existence of several schools that still do not have a resource room or RTR.

c. Organizational structure The organizational structure variable in policy implementation concerns cooperation, coordination, and work procedures. The effectiveness of policy implementation is highly dependent on the condition of the bureaucratic organizational structure, so the conditions must be conducive (Suparno, 2017). The Education Office appoints the Primary and Secondary Education Sector as the coordinator for the implementation of inclusive education through the inclusive working group (POKJA) which is the coordinator and administrative center for the implementation of inclusive education (Sulistyadi, 2014). In terms of field technical activities, full authority is given to the Principal whose school is selected as the provider of inclusive education. From the implementing side, the school has prepared special assistant teachers who have a special education background (Anggitaningdyah et al., 2009).

d. Attitude or Disposition According to Edward III in Widodo (2007), disposition is the willingness, desire and tendency of policy actors to carry out the policy seriously so that what is the goal of the policy can be realized. Furthermore, Edward III explained that the success of policy implementation is not only determined by how far the policy actors know what to do and the ability to do it, but is also determined by the level of strong disposition towards the policies being implemented. The East Java Provincial Government has also shown its seriousness in implementing this policy by providing assistance in the form of optimizing existing facilities and infrastructure. Then it is also

supported by the central. Government which also provides funds to develop the skills and abilities of educators (Ramli & Sujarwanto, 2018).

## 4 Conclusion

Based on the results of the discussions that have been described, conclusions can be drawn that the implementation of inclusive education is quite good and is able to realize equality for people with disabilities in the field of education. Through inclusive education, it is believed that it will bring a very constructive and effective positive influence for people with disabilities to integrate them in a school life and then continue outside of school. In the aspect of communication, the process of transmitting information occurs in the internal and external scope. In the internal scope, information transmission is carried out to policy implementers within the District/City Education Office. While in the external scope, information transmission is carried out to the wider community, usually in the form of socialization, seminars, and the use of mass media such as television broadcasts, pamphlets, posters, and other media. The communication process in implementing inclusive education policies is considered consistent, but still faces several problems.

In quantity, the human resources involved in implementing this policy are still lacking because their availability is not proportional to the number of students with special needs. The next aspect is the organizational structure, where the Provincial and Regency/City Education Offices are the policy actors that oversee inclusive education policies in a region. The last aspect is the attitude or disposition of policy implementers who show an attitude of accepting inclusive education policies. This can be seen from the provision of assistance in the form of optimizing facilities and infrastructure for schools implementing inclusive education policies.

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