

Key Factors on Implementing Inclusion Policy in Schools

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Abstract—Implementation policy is the most crucial step and become a yardstick of a policy. The inclusion policy has been implemented since 2009 in Indonesia but, this policy still facing some difficulties. The aim of this research is to found out: 1) the school's transformation processes of Inclusion Policy; 2) Forms of inclusion implementation at school and 3) to found out the key factors which influence the successfulness of inclusion policy implementation. This research was used qualitative approach with case study method. The research was conducted in SD MUTIARA BUNDA, a superior Inclusion school that has succeeded implementing inclusive education. Data collection techniques used: interview, focus group discussion and document study. The research result showed that a leader had a major role in transforming policy into school's operational policies, which is: school's vision and mission, purposes and strategically programs. School operational program gave a clear direction in implementing the inclusion in SD MUTIARA BUNDA. The forms of the implementation showed in Student's Acceptance Process, Categorization and Student's Grouping Process, Individual Learning Program (PPI), Assessment Process and the existence of "Unit Stimulasi Anak" (USA) a special unit. The success keys of Inclusion policy in school are: the transformation agenda of the inclusion policy, ability and commitment of implementers to implement inclusion policy, building a system that support the policy implementation, and implementer special unit.

Keywords—education policy; policy implementation; inclusion

I. INTRODUCTION

Inclusion is driven by the realization that education is a human right, so children's right to get education must be protected regardless of their background [1]. Accordingly education system in every country must be offering of equal opportunities in education. The strategy of the United Nations to 'Education For All' support this initiatives and argues that the best way to achieve 'Education For All' is to give mainstream schools an inclusive education [2]. The international community is increasingly giving more attention to those who were marginalized and headed inclusion environment that friendly for everyone.

Data from the Central Statistics Agency (BPS) states that the number of children with special needs in 2017 in Indonesia is 1.6 million. Of these, only 18% of children have received

education services. This is what makes the government encourage schools to organize inclusive education. Previously, children with special needs received education through Special Schools (SLB), but the limited number and location of SLB that were not evenly distributed in each region made not all children with these needs able to access and be accommodated in SLB. Then the inclusion school also aims to improve the accessibility of children with special needs in getting education.

The implementation of inclusion in Indonesia marked by the issuance letter from the Directorate General of Primary Education (*Dirjen Dikdasmen*) about the inclusion implementation and development in each city in 2003. This confirmed again through the Minister of National Education Regulation (*Permendiknas*) No 70 of 2009 concerning inclusion for students who have disabilities and has the potential for intelligence and / or special talent. The seriousness of the Indonesian government is also seen by making inclusion as one of the sustainable development goals set out in Presidential Regulation No. 59 of 2017 [3,4].

The implementation of inclusion policy is still experiencing problems. The problems faced by inclusion schools include costs, facilities and infrastructure as well as the lack of special mentoring teachers [5]. Other studies reveal that the Law which does not accommodate the concept of inclusion, lack of teachers knowledge about inclusion, rigid curriculum and lack of community support are the main obstacles in the implementation of inclusive education [6,7]. Whereas Sulistyadi found that the constraints in implementing inclusion is lack of understanding of the implementer on inclusion policy [8]. As the culmination, a study said inclusion did not significantly improve the accessibility of children with special need [9].

This study aims to determine the key factors that must be owned by schools in order to implement inclusion policy effectively. The research was conducted at Mutiara Bunda Elementary School (SD Mutiara Bunda), an inclusion school that became the center of inclusion not only in the city of Bandung, but in Indonesia. SD Mutiara Bunda has held inclusive education since the establishment of this school. So it became a pioneer and became one of the best in carrying out inclusive education.

II. LITERATURE REVIEW

A. Education Policy

Ealau & Prewitt give definition of policy, "Policy means provisions applied which characterized by consistent behavior and repetitive for the policy maker and the expected by the policy" [10]. In the definition lies some component:

- Goal, purpose want a achieve
- Plan/ proposal, a specific plan to achieve goal
- Program to achieve goal
- Decision, action to set goal, make plan, execution and rate the plan
- Effect, cause and effect of plan

As a strategic, public policy is not only positive but also negative decision choice always means to accept one and refuse other. This understanding refers to policy definition by Dye public policy is anything a government chooses to do or not to do [11].

Education policy is the whole process and strategic steps which describes from education vision and mission in order to gain education purpose in a society for some period [12]. Some aspect in education policy, they are:

- Education policy is a description of education vision and mission in society.
- Education policy is formulated through policy analysis process, policy formulation, implementation and evaluation.
- Education policy should have validity in personal and society development.
- Education policy should be open it means that education policy should be through some considerations so that a decision taken will give benefit.
- Education policy is supported by research and development.
- Education policy is part of public policy
- Education policy is directed to fulfill student's need not based on power or satisfaction of bureaucracy.
- Educational policy is a product of rational process from various alternatives which take the most effective and efficient decision, with calculates every risks and solutions.

B. Policy Implementation

Policy implementation has mean as translation process of rules into action [13]. In fact policy implementation is a complex process and this complexity is exacerbated when implementers struggle to understand intentions and plan accordingly [14]. Grindle said that implementation is not only to do with politic description mechanism into routine procedures through bureaucratic channel, but more,

implementation will meets conflict, difficult decision and what we get from this policy [15].

Same as Grindle, Edward III, emphasizes that the study of policy implementation is crucial for the study of public administration and public policy. Policy implementation, as we have seen, is the stage of policy-making between the establishment of policy, such as the passage of a legislative act, the issuing of an executive order, the handling down of a judicial decision, or the promulgation of a regulatory rule and the consequences of the policy is inappropriate, if it cannot alleviate the problem for which it was designed, it will probably be a failure no matter how well it is implemented. But even a brilliant policy poorly implemented may fail to achieve the goals of it designers [13].

Policy implementation as the 'bridge' between a program and its impact on those it is intended for, no matter how effective policy development is, policy cannot produce its intended benefit until it is effectively integrated into actual procedures and practices at the site of implementer [14]. Education policy implementation is how policy translates at the school and classroom level [16].

C. Policy Implementation Models

1) *Van Meter and Van Horn model*: Van Meter and Van horn define policy as an action by government, private organization, individually or group in order to manage a purpose. An approach which developed by Van Mater and Van Horn is top-down approach [13,17]. Then Van Meter and Van Horn put in some variables which affect and have to do in policy implementation are [18]:

- Implementation activity and organization communication
- Implementer characteristic
- Economy, social and politic condition, and
- Implementer disposition

2) *George Edward III model*: Edward III claims that policy implementation is activity which seen after valid direction is given from a policy which involve input manage to give output for society [18]. Next Edward III propose four variables which really affect policy implementation success, they are: communications, resources, disposition or attitude and bureaucracy structure.

3) *Mazmanian and Sabatier model*: Mazmanian and Sabatier define implementation is a basic policy decision is a basic policy implementation, constitution, executive decision or court decision. Policy contains identification problems, goals that want to be accomplished and implementation process structure [19]. Mazmanian & Sabatier Model is called a framework for policy implementation process into 3 variables: easy or not the problem (independent variable), behavioral level and scope the policy (intervening variable), and ability to process the implementation properly (dependent variable)

4) *Hogwood and Gunn model*: Model that initiate by Hogwood and Gunn is using top-down approach. Both are emphasize to implement a policy perfectly requires a lot of requirements, among them are [10]: external condition which faced, time and resources, implemented policy should be based on reliable causality, the causality should be direct and was short link, dependency should be small, there should be deep understanding and agreement of purpose, specific obligation and put them in order, a perfect communication and coordination, and the authorities could demand and get perfect obedience.

5) *Marilee S Grindle model*: Grindle states that implementation is public process of administrative action which could be researched on a certain level program [18]. Grindle model emphasizes on policy context, target, and conflict that could be happen between implementation actor and implementation resources condition needed [15]. According Grindle a success of implementation also affected by content and context of policy. Content of policy includes: interest that affected by policy, benefit that wil be generated, degree of change which needed, policy maker position, program implementer and resources involves. Meanwhile context of policy are: authority, interest and actor involved, instruction and authority characteristics and obedience and responsiveness.

6) *Charles O Jones model*: According to Jones in execute program activity implementation there are 3 activities that should be note carefully:

- Organization, is an effort to settle and rearrange resources, unit and methods which lead to fulfill policy objectives
- Interpretation, a substantial description of a policy in an operational language and easy to understand
- Application, routine service, payment or anything that in line with purpose and policy goal.

D. Inclusion

Inclusion is education philosophies which enable all pupils to get the best education. Inclusion means school should accommodates all pupils without looking at physical condition, intellectuality, social, emotion, language and service based flexibility. Saphon-Shevin states that inclusion requires all children with special needed should be served in all nearest schools, in a regular class with their friends [20]. Inclusion is a friendly and open school which marked by those things: not discrimination, accessible environment and facilities, teacher worked in team and parent involvement [21].

Inclusive education is related to the effort of overcoming barriers that prevent the participation and learning of all children, regardless of their race, gender, social background, sexuality, disability or attainment in schools. Inclusive education does not only focus on the barriers that student face but also focuses on the development of cultures, policies and practices in educational system and institutions, in order for them to be able to respond to the diversity of their students

and to treat them equally [2]. In inclusion school, diversity is welcomed and is considered to be a source of learning rather than a problem.

According to Directorate of Special School, inclusion has four characteristics [22]:

- Inclusion is sustainable process to find a responses for a diversity of children needs
- Inclusion means gaining methods to overcome children's obstacle in learning
- Inclusion means children have change to present at school, participate and get meaningful learning result
- Inclusion is for marginal children exclusive and need special service in learning.

III. RESEARCH METHODOLOGY

This research was conducted using a qualitative approach with case study method, because researchers want to get detailed information of the process of inclusion implementing at schools. The type of data disclosed in this study is descriptive data from the result of interview and document studies. Then data was analyzed and compared with theory. Data analysis techniques refer to interactive analysis models by verifying informants [23].

IV. RESULTS AND DISCUSSION

A. *Process of Transformation Inclusion Policy into School Programs*

Implementation of inclusion in SD Mutiara Bunda begins with transforming of government policy into school operational policies: vision, mission, goals and school strategic programs. The leader of the Mutiara Bunda School plays a major role in this policy transformation process. The school leaders play a pivotal role in establishing an inclusive policy guiding school provision [24,25]. She has strong ideological value for inclusive education. The ideological values are the belief that every human being is created in different circumstances so that humans can get to know each other, taken from the holy verses of the Qur'an, and the ideological value of the Indonesian, *Bhineka Tunggal Ika*. Humans are created unique, different in religion, ethnicity, nation, language, gender, disability, social background, and potential but not to discriminate against each other but to know each other and learn from each other.

To determine a decision, policy actors are strongly influenced by multi-dimensional values including ideological values [13]. The ideological value that is owned by the leader of the foundation is the ideological value that is also owned by his subordinates. This equation, making his subordinates able to accept even obey with the policy / decisions made, obey with policy is one of the factors of successful policy implementation as revealed by Grindle [13].

The policy transformation process begins with participating in socialization from the government, then proceed with an in-depth study by the inclusion team that has been formed by the school. The Chairperson of the Foundation, the Inclusion Team, the Principal and the Stakeholders together set the vision, mission and goals of the school in a forum at the beginning of the school year. The operational policies that are established also consider the results of school evaluations, strategic environmental analysis, analysis of school objective conditions, and analysis of future education conditions. School operational policies provide clear direction. The clarity of policy formulation and problem solving are one of the factors in policy implementation [10].

B. Forms of Implementation Inclusion Policy

The following are school programs which are a form of implementation of inclusion in SD Mutiara Bunda. What needs to be underlined is that even in the establishment of the program, this school is always based on the philosophy and objectives of inclusive education.

1) *New student admission process*: The principles used in the new student admission process are the quota and available resources. Quotas are made very specific with a maximum comparison of regular students and special need student (ABK) in one class is 5: 1. This quota is determined by reconsidering the main purpose of inclusion, which is to give special need students the opportunity to socialize with regular students, if there are too many special need students, this goal will be biased. The stages of new student admissions are observation, interviews and psychological tests. The observation phase aims to find out the potential and needs of students and find out whether school resources are available to serve these students. Interviews with parents are carried out to convey the results of observations and determine whether students can be accepted at school. Psychological tests to determine students' academic potential.

2) *Categorization and individual learning programs*: Categorizing special need students is carried out by the inclusion team through a series of assessment processes. Categorization is carried out based on the mental age of students. This category will determine the Individual Learning Program (PPI) that students will receive. The Individual Learning Program is a service for special need students whose curriculum and learning development are made according to the abilities and needs of students. This Learning Program is made very individual, one program only for one child. The existence of individual learning program is a characteristic of inclusion schools [26]. The table below shows the categories of students and the description of the Individual Learning Program they receive:

TABLE I. STUDENTS CATEGORY AND INDIVIDUAL LEARNING PROGRAM

| Student Category | Mental Age | Comparison of students and facilitators | Individual Learning Programs (PPI) |
|------------------|-------------|---|--|
| Criteria 1a | 1 - 2 years | 1 student: 1 Tutor | Learning in the children stimulation unit (USA), customized material with the development of mental age, occasionally entering classes in certain subjects (Sport, Music, Art) Study hours: 07.30 - 11.30 |
| Criteria 1b | 2-3 years | 1 student: 1 tutor | Learning in the children stimulation unit (USA), the material is adapted to the development of mental age, occasionally entering classes in certain subjects (Sport, Music, Art) |
| Criteria 1c | <5 years | 2 students: 1 teacher support | Material lessons take from kindergarten |
| Criteria 2 | | 3-4 students : 1 supporting teacher | working with the program regularly with the help of a supporting teacher Obtain Individual Learning Program (PPI) |
| Criteria 3 | | 3-4 students: 1 teacher supporting | Following regular learning as a whole but there are adjustments in indicators and mentoring when reviewing and working on tasks. |
| Criteria 4 | | | In the observation period to become a regular student. |

3) *Assessment process*: The assessment process for special need students is carried out throughout the year. New students will be assessed whose instruments are made by the school inclusion team. The assessment results, supported by information from personal psychologists and parents, will be the basis for determining the criteria of special need students. Students will continue to be monitored for progress so that student criteria can change. Assessment reports are given to parents every day through the Communication Book and every three months through a consultation called Parent-Teacher Interview (PTI). With a continuous assessment report, parents can monitor their child's development. Parental involvement in inclusive education is very important, with more resources to support the implementation of inclusion [21].

4) *The Child Stimulation Unit (USA)*: SD Mutiara Bunda has a special implementation unit, namely the Children's Stimulation Unit (USA). USA was established because of the need to help teachers handle special need students. Special need students have different obstacles. These obstacles must be overcome so that the potential of students can be developed. USA aims to prepare pre-academic ABK students so that they are ready to attend academic activities in class well. USA provides stimulation of motoric, language of communication, apperception, concentration, memory and self-development. Special need students will take part in learning in the USA according to their schedule, outside of

this schedule they will study in regular classes with their friends.

The existence of special implementation units in inclusive education is important considering that inclusion need individual services. Individual services require substantial resource support from both human and budget resources. In developed countries, even in inclusion schools there are always special positions and special implementing units for inclusion [26].

C. Key Factors of Implementing Inclusion Policy in SD Mutiara Bunda

1) The transformation agenda of the inclusion policy: Transforming policies into school operational policies is an important step. This agenda provides an opportunity for implementers to find out the needs, organize resources and identify obstacles that might be faced [14]. Thus will produce school operational policies that are suitable with environmental needs and provide clear direction for school components in implementing inclusion programs.

The strategy on transformation agenda in SD Mutiara Bunda is included ideological values into the operational policies made. These values become a strong foundation in making the vision, mission and goals of inclusive education in schools. Positive values involved make all school components able to accept and commit to the policies made.

2) Ability and commitment of implementers to implement inclusion policy: The success or failure of policy implementation is directly line to the capacity and ability of policy implementers [14]. SD Mutiara Bunda has human resources who already have the commitment and ability to provide inclusion services. To increase the ability of teacher, school facilitates through training, self and organizational development, and comparative studies.

To maintain the commitment of the school community, school developed organization values. The values are full of the inclusion environmental meaning. These values include: 1) *grateful*; 2) *acceptance*; 3) *caring and sharing*; 4) *continuous improvement*; and 5) *persistence*. These organizational values are transferred to all school citizens through socialization, exemplary principle, integrated in every program implemented, and daily activities.

Inclusion in SD Mutiara Bunda is not only in the scope of learning and service, but also on the attitudes and behaviors shown by each component of this school. Which then becomes culture, and it can be said that SD Mutiara Bunda has succeeded in providing an inclusion environment.

3) System support: SD Mutiara Bunda builds a system that strongly supports inclusion services. System support in question is: budget support, school bureaucracy, dynamic changes, school relations with the community, human resources development, infrastructure and special services. For example, in the matter of school bureaucracy, SD Mutiara Bunda has a special position to support the implementation of inclusion, namely the inclusion manager and inclusion

coordinator. In terms of the number of human resources, inclusion services require a considerable amount. If in a regular school there is only one teacher in the classroom then in SD Mutiara Bunda there can be 3-4 teachers in one class.

The system built allows schools to dynamically face changing needs. Because inclusion is an ongoing process and not a stage we can reach in a specific moment [2]. Changes in school inclusion policies are very dynamic these changes are due to the development of school and environmental needs. School must be supported to develop responsive practice to society's needs [27].

4) The special implementation unit: The existence of a special implementing unit namely the USA is clearly very helpful and needed by inclusion schools. That way the class teacher will be greatly helped, students 'obstacles can be overcome and students' potential can be optimized.

V. CONCLUSION

Education is the right of every citizen. Every school in Indonesia should implement inclusive education. SD Mutiara Bunda has succeeded in implementing inclusion policy well. There are many conditions that must be fulfilled in implementing education policy. Factors of policies transformation agenda, ability and commitment of implementer, resources, system support, communities support to the existence of special implementation units greatly influence the implementation of inclusive education.

Leaders have a great influence in influencing and directing their subordinates to be able to comply with the policies made. A leader must have strong values so that it becomes a strong philosophical foundation in making decisions. It is expected that inclusion schools not only provide inclusion services and learning, but provide a friendly inclusion environment for all children. One strategy is to develop and apply positive organizational values consistently to become a culture.

Inclusion services are expensive, because they ask for the support of large resources. This is the main problem in other schools, especially public schools. Unlike private schools that have sufficient budget available to provide inclusion services.

The government must encourage schools in transforming inclusion policy into school operational policies and giving implementers the authority to make decisions in accordance with school and environmental needs.

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