

# Asking Local Government to Commit to Implementing Inclusive Schools: Its Policy and Practice

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This study aims to find out commitments performed by local government in implementing inclusive schools. For the study, the researcher designed a semi-structured interview for the officers of educational institutions; the principals and the special education teachers. It was conducted according to a qualitative methodology which included in-depth interviews, direct observations and recordings. A purposive random method was used to obtain data from two junior high schools, through two principals, two special teachers and two officers from educational institutions. In total there are 20 inclusive junior high schools of interest, in the largest regency of East Java, Indonesia. The study refers to the five categories of local government commitments, namely; to strengthen education administration practices, to use appropriate models of teaching and learning, to support some training for un-skilled special teachers, to give supporting financial aid for inclusive schools, and to establish many inclusive schools in every district. The policy and practice should be executed simultaneously for inclusive schools in every field of education.

**Key words:** *Local Government, School Policy,*

## Introduction

Education is the most powerful weapon which you can use to change the world (Mandela, 2013). So children with special needs should go to formal school if we want to change the world. Inclusive education policy has been held and carried out in educational institutions in local government since 2009. The enormous attention in this inclusive sector has made Sidoarjo Regency a pioneer in inclusive education in East Java, Indonesia.

The success of education for all (EFA) is in the quality of teachers itself. The study results provide evidence that teacher quality is the single most important influence on student achievement (Gustafsson, 2003; OECD, 2005). Pre-service teacher education builds for future teachers, through basic knowledge and skills, and prepares them to face challenges related to their profession (Wilke, 2004; Handika & Ekananda 2019). Research also shows that pre-service teacher education is the best time to develop positive sentiments, and minimize concerns about inclusive education, among pre-service teachers (Loreman, Sharma, Forlin & Earle, 2005; Sharma, Forlin, Loreman, & Earle, 2006).

The number of children with special needs students admitted to regular schools is far less than the total number available. In East Java Province, the latest Social Service data in 2017 shows that the number of children with special needs in East Java is 47,286 children spread in 38 regencies and cities, or around 49% of the total of disabled people in East Java in the same year, of 95,560. Based on the data recapitulation of the East Java Government, the number of inclusive schools in East Java until December 2017 was 478 institutions, spread in 25 regencies / cities. Access to services for inclusive students is also not fully carried out by state / private inclusive schools. In practice, children with special needs obtained formal education through special schools. There were also those who had to go to special schools by staying in a dormitory house, so that they were far from their families and separated from normal children.

Sidoarjo Regent issued regulation number 6 of 2011 concerning special education and special services. It suggests that all schools in all levels are obliged to organize inclusive education, and receive students with special needs in class. Unfortunately, seven years since the program started, there is still evidence of the uneven quantity and quality of the number of special teachers owned by inclusive schools. When we compare education standards to what was promised by the local government, many things are lacking (Heri Kurnia Setyadi, 2014). Some inclusive schools still do not have a learning resource place. The flexibility of curriculum modification, as well as the learning process in the class room, are still unsatisfactory. That indicates many obstacles in implementing inclusion programs.

The positive impact of planned, pre-service teacher education programs, designed for class diversity is reported by several studies conducted in Australia (Carrington, Deppeler & Moss, 2010) and the United States (Gettinger, Stoiber & Kosciak, 2008). Several studies also identified various pre-service teacher concerns in dealing with class diversity. For example, inadequate resource support during a pre-service teacher education program was identified as a barrier to teacher preparation in studies conducted in India (Sharma, Moore and Sonawane, 2009) and Hong Kong (Chong, Forlin & Lan, 2007). Other studies (Chai, Teo & Lee, 2009; Chong et al., 2007) report short course duration as a challenge to prepare pre-service teachers correctly. In other Indian studies (Alur, 2001; Sharma & Deppeler, 2005; Singal, 2005) a lack of resources, negative beliefs and attitudes towards the concept of inclusive education, and inadequate teacher training, were identified as significant barriers to the implementation of inclusive education.

## **Research methods**

The main objective of this research is to identify commitments by the local government in accordance with the declaration of Sidoarjo's Rule Number 6 of 2011. It provided for accessibility to all students with special needs enrolled in junior high school, with some training for special inclusive teachers, infrastructure and facilities including books, media, educational tools, learning resources, and funds (financial) specifically for inclusive schools.

This type of research is qualitative. Data collection techniques are used for participant observation, in-depth interviews, and documentation recordings. The data analysis technique used in this research is a case study. It uses two sites of junior high schools (namely SMPN 4 Sidoarjo and SMPN 4 Waru) and two officers who come from the Sidoarjo Education and Culture Institution. The participants of some inclusion schools are two principals and two special inclusive teachers from both schools. The participants are asked to answer 10 questions in five semi-structured questions, and five- open questions concerning its policy and practice.

## **Result and Discussion**

### ***Commitments***

There are three kinds of commitment; affective, continuance, and normative (John Meyer, et al., 1991). That view is different to Cooper (1997) who emphasizes four types of influential commitment namely; emotional literacy, emotional fitness, emotional depth, and emotional alchemy. Likewise, a policy or regulation from the local government that has been approved should be implemented in a perfectly concrete manner in the community, because winning commitment is a mirror of effective leadership (Harry Tomlinson, 2004). In 2000, the World Education Forum, Dakar Framework for Action, concluded that:

The concept of inclusive education is based on the fundamental right of all learners to a quality and equitable education that meets their basic learning needs, and considers the diversity of backgrounds and abilities a learning opportunity. Inclusive education is intertwined with the international vision and efforts towards achieving Education for All.

The government has an obligation to guarantee and protect students with special needs and students with intelligence potential and/or special talents. This rule is a reference for all inclusive schools to implement education in every province and regencies all over Indonesia. But the implementation theory of George C. Edward III (1980) states the implementation of policy is important and successful if it has four standard components; namely communication, resource, disposition, and bureaucratic structure components. With an in-depth study of these components, it will be known how effective and efficient the policy of inclusion education in Sidoarjo Regency is in the field.

There are three forms of disposition or attitude or response of the target group to policy; awareness of program implementers, instructions or directions by the implementer to respond to the program towards acceptance or rejection, and the intensity of the response. Program implementers may understand the aims and objectives of inclusive education programs, but often fail to implement the program appropriately because they reject its objectives. They instead hide and avoid program implementation. In Sidoarjo, there is a regulation number 6 of 2011, which states that every school must give inclusive education and a guideline for inclusive education schooling. The regulation carries out a form of equal rights for every citizen. This is a local government policy. Sidoarjo Regency has a total of 158 regular schools, consisting of 80 elementary schools, 20 junior high schools, nine senior high schools and three vocational high schools. It is the largest in East Java. Table 1 shows it.

**Table 1:** Local Government Commitments of Inclusive Schools

<b>Local Government</b>	<b>Administration practices</b>	<b>Teaching and learning</b>	<b>Training</b>	<b>Financial</b>	<b>Establish new inclusive school</b>
Communications	40 %	60 %	50 %	20 %	20 %
Sources	30 %			20 %	
Disposition and attitudes	40 %	50 %	50 %	20 %	20 %
Structure Bureaucratic	40 %	50 %			20 %

The table above shows that compared to teaching and learning at junior high school level, the other commitments percentage is less than 60%. The facts are that local government commitments in organizing inclusive education need to be revised. The commitment of local

government toward inclusive schools is on average below 50 percent of the total number of the inclusivity available. Although the local government has been declared as a pro-inclusive regency, it still cannot accommodate all students with special needs. When we compared it to the total number of schools, as many as 946 institutions, the number of inclusive schools is still not too many. The distribution of inclusive schools is also not optimal. Not all districts have inclusive schools with a certain level of education. The uneven distribution itself is caused by several factors including; the number of children with special needs, unprepared schools, and a lacks of inclusivity teachers. Otherwise the demands of school to increase its budget for inclusion, and asking a commitment of local government to implement in practice are really wanting.

### *Administration Practices*

The establishing RC will also as a function as transitional education. Transitional education is education that must be undertaken by students before entering elementary school, which lasts for two semesters (1 year). The transitional education will also relate to the early detection function of the RC, so that both RCs can determine whether a child with special needs can continue to inclusive school or must continue at an ordinary school. The local government is a regulator, so it must conduct junior schools as continuing administration practices. In fact, there are still many districts that do not have elementary schools which accommodate students with special needs.

**Table 2:** Comparison of Administration Practices of Inclusive School

<b>Schools</b>	<b>Total of Schools</b>	<b>Inclusive Schools</b>	<b>Percentage of Average</b>
Elementary School	552	80	44,16%
Junior High School	164	20	32,80%
Senior high School	64	9	5,76%
Vocational High School	84	5	4,20%
Total	946	114	10,78%

Table 2 shows that the administration practices are uneven distribution among various level schools. The junior high school is below elementary school. There are 20 inclusive schools out of 164 schools showing 32.80 % which use inclusive education practices.

### *Model of Inclusive Curriculum*

The inclusive education model uses a moderate inclusive model, commonly called the mainstreaming model. This model requires special needs children to study together with other



students in regular classes, but on certain occasions students with special needs are separated for special treatment. In principle, students with special needs are given the same opportunity to get classroom learning together with students who are not classified as special needs children.

The inclusive teacher modifies practices, such as by (a) time allocation; (b) modification of content / material; (c) modification of the teaching and learning process. The separation of students with special needs from regular classes is done only on certain occasions where the learning process cannot be equalized. This class model is called a pull-out class. Children with disabilities learn with other children (normal) in a regular class, but at certain times are withdrawn from the regular class to the resource room to study with a special tutor. The Education Institution itself does not provide strict rules on how the inclusive education model should be practised in schools. The school is the body which best knows the condition of the students, so the school itself needs to identify students needs. This is very necessary to implementing a policy that can run properly without misunderstanding.

### ***Giving of Teacher Training***

Sloman (2000) said teachers' HR departments learn and could develop training, coaching and mentoring. Preparation and promotion through training strategy is key to a successful implementation. Van Meter and Van Horn (2000) also mentioned that implementing the policy really needs the support of resources; both human and non-human. In implementing a policy the required resources cover several aspects; namely the human resources of teachers and employees, and information resources such as the availability of internet networks, the principal's authority, and school facilities.

In terms of quantity human resources, in the form of teaching staff or special assistant teachers owned by the Education Office, cannot be said to be good. That is despite Sidoarjo Regency declaring that it had the highest number of teaching staff for special teachers in East Java. Until January 2014, it had 200 special teachers, from the elementary level to high school and vocational high school. But in terms of quality, the teachers can be said to not be maximised. It is caused by the lack of inclusive teachers who graduate from university with special education qualifications. The majority of inclusive teachers in the Sidoarjo Regency are regular teachers who have obtained some training or engaged in workshops. In other words they are not really specialist inclusive teachers with inclusive educational backgrounds. It becomes difficult to carry out their duties and functions, handling children with special needs in class.

### *Financial supports*

The 158 inclusive schools organize education services for 140 students with special needs, from all levels of education in Sidoarjo Regency (2017). The budget is around 25% of the total education budget allocated for the development of inclusive education, providing assistance for learning resource facilities, books, salaries for special mentoring teachers and supporting resources for other inclusive schools. The budget can be said to be very limited when compared to the number of students and also the number of administering schools. In practice, the local government still could not fund all school inclusive education programs equally. This certainly affects the implementation of inclusive education services.

The local government has indeed assisted with facilities and infrastructure, as well as other learning-supported tools, but available funds are very limited. The implementation of inclusive education services remains very dependent on internal funding sources owned by each school. This is certainly still a bit burdensome for the school, because the budget owned by every school is certainly different from each other.

**Table 3:** Local Government Policy and Practice

<b>Junior school</b>	<b>High</b>	<b>Administration practices</b>	<b>Teaching and learning</b>	<b>Training</b>	<b>Financial</b>	<b>Others</b>
SMPN Sidoarjo	4	40 %	60 %	50 %	20 %	20 %
SMPN Waru	4	30 %	60 %	40 %	20 %	20%

It shows that the local government did not attain many aspects such as in administration practices, training, and financial support for its practice. Local government commitments are still far behind the declaration of the rule number 6, 2011. The average below 50 % of every commitment does not emphasize all the aspects.

### *Other Supports*

Not only is the success of policy implementation determined by the extent to which policy actors know what to do and are able to do so. It also determines whether the policy actors are strongly disposed to the policy being implemented.

The commitment of the local government can also be seen from their efforts to maximise the utilisation of existing resources in the midst of all limitations, to support the implementation of inclusive education as a whole. The absence of special incentives for regular teachers who concurrently serve as special teachers does not significantly affect the amount of



commitment. The commitment arises on the basis of personal reasons, namely humanity and empathy for children with special needs, so they are willing to carry out the additional tasks voluntarily. In addition to the aspects of communication, resources, and disposition, aspects of the bureaucratic structure are also important in successfully implementing a policy.

### ***Giving A Licence***

Teachers need to be supported by the whole education system, to effectively own and apply inclusive pedagogic strategies in their classrooms. On the other hand interaction, cooperation and interdisciplinary teamwork among practitioners have demonstrated the benefits of working with diversity.

### **Conclusion**

The commitments from local government in the implementation of inclusive education have not been fully implemented as we expected. The existence of regular schools should serve inclusive education in each district, but that service was not fully available. The effort has not been seen to support inclusive education as an entire program. The commitments arise as just a manifestation of the enthusiasm to realize education services without discrimination, but not systematically.

An inclusive education system can enrich children, through learning processes that strengthen feelings of empathy and high social care, elevate mutual respect, and share potential and inspiration among teachers. Even confidence will be increased if the inclusive school is in all districts.

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