

# Implementation Inclusive Education Policies in Lumajang Regency

Erika Yunia Wardah, Yuliyati, Siti Masitoh, Eliyan Dwi Talita

Department of Special Education  
Universitas Negeri Surabaya  
Surabaya, Indonesia  
erikayuniawardah@gmail.com

**Abstract**—Lumajang Regency has declared as one of the districts providing inclusive education. Several schools have been appointed by the Lumajang District Education Office to implement inclusive education and provide education services for special needs students. This research was held to provide an overview of the implementation of inclusive education policies in Lumajang regency. This study used descriptive qualitative method. Data is collected through in-depth interviews, observation and documentation. After the data was analyzed, it was found that the human resources inclusive education still has less competence. However, the attitude of schools that are committed to implementing inclusive education to educate which is good. The information obtained in the implementation of inclusive education in Lumajang regency is still minimal so that each school has its different understanding of inclusive education, the quality of facilities that are still not evenly distributed in every school, and all schools not use SOPs in implementation.

**Keywords**— *policy implementation; inclusive education; special need students*

## I. INTRODUCTION

Inclusive education is a system in education which places children's right to gain the same education for all children, regulars or special needs children by adjusting their needs. The inclusive education in Indonesia has been assigned in the Regulation of National Education Ministry of Indonesia Number 70 Year 2009 about inclusive education for students who have abnormalities and intellectual potential or special talent [1]. This policy becomes the formal regulation to implement inclusive education in Indonesia. The earnest of the government to carry out the implementation inclusive policy is followed by some regions in Indonesia to be committed in implementing inclusive education.

Lumajang has declared as one of the regions which implementing inclusive education and officially implementation the inclusive education in 2018. It is remarked in the issued Regulation of Lumajang Region Number 6 Year 2017 about The Amendment of Region Regulation Number 5 Year 2015 about Education Administration. In implementing inclusive education, the services for special needs students are necessary [2]. As

stated in the policy by The Regulation of National Education Ministry Number 70 Year 2009 about inclusive education, that is the students who have physical, emotional, mental, social or intellectual potential and special talent need proper education services regarding to their needs and rights [1]. The stated service in the regulation is the education implementation system that gives equal chance for all students who have different intelligence or special talent to join education or teaching learning activity in education field altogether with the regular students.

Inclusive school is a place where special needs learners get proper educational service. Kutorenon 2 Lumajang Elementary School and Tompokersan 2 Lumajang Elementary School as the inclusive education administrator tries to give the best service for special needs students as well as for the learning process. Kutorenon 2 Lumajang Elementary School be a subject on this research because this school chosen by the Lumajang District Education Office to implement inclusive education. Tompokersan 2 Lumajang Elementary school is the school that filed to implement inclusive education.

Basically, the school administrator must be able to create a hospitable environment for special needs students, able to accommodate every need of special needs students, and able to develop the potential that they have optimally [3]. Directorate of Special Education Development and Special Services [4] stated that the implementation of inclusive education program needs several components, (1) student, (2) identification and assessment, (3) curriculum, (4) teacher, (5) learning activity, (6) evaluation, (7) facility, (8) school management, (9) funding, (10) reward and sanctions, (11) community empowerment.

Refers to Government Regulations Number 32 Year 2013 about The Amendment Government Regulations Number 19 Year 2005 about National Education Standards [5], to realize education goals on inclusive education are need right service and supporting resource to special need students. Through this research takes scope (1) identification and assessment, (2) curriculum, (3) teacher, (4) learning activity, (5) evaluation, and (8) facility. It can affect service especially to special need students.

Through a preliminary studies that have been carried out schools have received special need students. Acceptance of students in most inclusive schools is still not accompanied by an action to find out the characteristics and needs of students through a process of identification and assessment. Technical Guidance of East Java Inclusive Education Administration [3] it is explained that the acceptance and placement of students with special needs, identification and assessment must be carried out. Inclusive schools need to accommodate the needs and abilities of students with special needs in curriculum adjustments, IEPs, special program, and evaluation. These tasks are still not widely implemented by inclusive schools in Lumajang regency. It was proven through interviews with principals school, special education teachers (SETs) that the tasks are still not implement about special program, IEPs and other service to potential development special need students. Services that should be provided for children with special needs are still not able to be provide by the school.

The implementation of the task of special education teachers are not clear is possible because of the lack of school support in facilitating of students with special needs. In addition, it is possible that there is a communication that is less connected between the principal and the special supervisor, as the policy implementor or even between the government and the schooling providing inclusive education. Communication refers to every policy that is carried out to run well. If effective communication occurs, the implementation of the policy is in accordance with the set targets [6]. Moreover understanding of special education teachers (SETs) and school that are still lacking in the implementation of inclusive education. In a research of Sulistyadi [7] schools in Sidoarjo regency also have difficulty in getting teachers who have the potential to guide children with special needs at school. The same thing was mentioned in the study of Darnahadi [8]. In his research revealed that the implementation of inclusive education is carried out by utilizing reasources residing in school. For example, the appointment of special education teachers (SETs). The school gives additional assignments to regular teachers to become special tutors. In implementation, schools experience obstacles with limited special education teachers (SETs) capabilities, not yet maximized inclusive policy essence, and lack of learning support tools. Actually, it is needed a resources are competence and good facilities to give effective impact to implementation inclusive education [9].

It has been known that many things from policies have been set by the government but have not been implemented by the providers of inclusive education. Implementation a policy many things are needed. Edward III [10] mentioned that communication, resources, disposition and bureucracy are needed in implementing policy. Policy can be implemented well if there is an effective communication. Each education provider has of communicating, determining their resource, dispotition and bureaucracy. The ability to implement inclusive education will have an impact on the

condition of children with special needs in inclusive schools. Through he explanation above, if the providers of inclusive education do not have qualified resources, it is possible for children with special needs to be unable to develop optimally in academic, non-academic, and independence. The structure in implementing a policy has an important influence on implementation. Through SOPs the implementers can take advantage of time an can standadize the actions that will be implemented to achieve a goal in the implementation of inclusive education [11]. Sulistyadi [7] in his research that it was explained that the effective or not implementation of inclusive education in Sidoarjo was influenced by communication, resources, dispotition and bureaucracy. These four things need to be implemented so that the implementation can run well.

Through the declaration of the implementation of inclusive education in Lumajang, it means that the regional government states that it is ready to provide optimal services for students with special needs in inclusive schools. The ability to administer inclusive education will have an impact on the condition of children with special needs who are in inclusive schools. In implementing the inclusive educaion policy there needs to be actions to achieve the goals of inclusive education as stated in The Regulation of National Education Ministry Number 70 Year 2009 about inclusive education. Based on the introduction, reasearches want to further about implementation inclusive education policies in Lumajang Regency [1].

## II. METHOD

The method used in this study is descriptive research with qualitative approach. This study used qualitative approach since it aimed to directly show the relation between the researcher and the respondents. It aimed to be more aware in self-adjustment toward the value patterns that was faced on site.

This study was conducted in Kutorenon 2 Lumajang Elementary School and Tompokersan 2 Lumajang Elementary School. Kutorenon 2 Lumajang Elementary School is a government-appointment school to organize inclusive education in Lumajang. Tompokersan 2 Lumajang Elementary School is a school that enroll in education office to implement inclusive education in Lumajang. Through this we can find out the discription between two different schools in implementation education policy in Lumajang. The participants of this study were the principal, special education teachers (SETs), and homeroom teachers.

This study used interview, observation and documentation as data collection techniques. The study data analysis went through data condensation, data presentation and conclusion. The data triangulation used sources, techniques and time triangulation.

### III. RESULT AND DISCUSSIONS

#### A. Result

In implementing a policy several things are needed including communication, resources, disposition and bureaucracy [10]. Based on the focus of study in this result will be describe of research on the implementation inclusive education policies in Lumajang regency.

##### 1) *Communication in implementing inclusive education:*

Not every school gets the information about the implementation of inclusive education, started from the identification and assessment, curriculum, the human resources, teaching and learning activities, as well as the facilities. Kutorenon 2 Lumajang Elementary School had got the information through trainings and workshops about inclusive education at Lumajang Education Ministry. Yet, the acquired info was unclear because the source only gave the basic concept about the implementation of inclusive education. The implementation of inclusive education is not fully understood by the school in details. The acquired information was conveyed by the school principal to the teachers during meetings. From the information, the SET (Special Education Teacher) as the coordinator of the implementation of inclusive education at school created a program for the special needs students.

On the other hand, Tompokersan 2 Lumajang Elementary School had not got the info due to the absence of any seminar and workshop about the inclusive education it self. Therefor all this time the principal is to sole decision maker to give equal service or help for both the special needs students and the regular students.

2) *Resources in the implementation of inclusive education:* Every school that implementing the inclusive education in Lumajang has different teachers. Kutorenon 2 Lumajang Elementary School took decision to appoint one homeroom teacher to be the SET at school. The additional task was given to the homeroom teacher of grade 5 as the homeroom teacher had joined several workshops in province scale related to inclusive education. In addition, the school created an SET team to support the SET's tasks in helping the special needs students. Therefor in Kutorenon 2 Lumajang Elementary School the homeroom teacher and the SET are the teachers in charge for inclusive education at school.

There are several programs that were conducted to help the SET. The programs are Individual Educational Program (IEP), self-development program and classroom teaching and learning activities. These programs were conducted by the SET and SET team. There are supporting facilities to help the programs work well. Yet the facilities were limited, especially the teaching aids. The source room was provided as the place to conduct the IEP and self-development program.

In planning the programs for the special needs students, the SET faced some difficulties. The lack of understanding of the teachers about the programs was the problem. The

planning to modify the curriculum for special needs students was not written, yet the teachers modified it during the teaching and learning activities. The modification applied to the students who could not join the teaching and learning activities as the standard curriculum. The assessment was conducted as the activities and curriculum that were used.

The implementation of inclusive education was not running as in Kutorenon 2 Lumajang Elementary School. Tompokersan 2 Lumajang Elementary School conducted the same teaching and learning activities for both regular and special needs students. The school decided that in implementing the inclusive education, each homeroom teacher must be responsible of his/her studnets. Hence, if there was an special needs students sin the class, the homeroom teacher is responsible in helping the special needs students. The special program and curriculum modification had not been applied in this school. The assessment given to both regular students and special needs students was the same standard that the special needs students always got the lowest score. The supporting facility for the special needs students was not seen anywhere, both for the teaching aids and the source room.

##### 3) *Disposition of the inclusive education implementer:*

The attitude had by every teacher in the inclusive schools showed good commitment. It was shown from the teachers in each school that they tried to give the best service for the special needs students. Each implementer must understand the needs of the special needs students. so then the teachers can give the proper help based on the understanding. Kutorenon 2 Lumajang Elementary School conducted the teaching and learning activity as the students' ability. The activities were held based on the settled schedule and program. The assessment was done fairly, since all aspects were adjusted basef on the students' ability. Furthermore, the score that the special needs students got was not manipulative. Yet in Tompokersan 2 Lumajang Elementary School, the commitment given was good akthough the implementation in the teaching and learning activity as well as the assessment had not yet been adjusted to the special needs students ability. The lack of teachers' understanding toward the help for the special needs students was the reason. The limited information made the implementer or the teachers dazed in giving the proper help for the special needs students. Both schools did not give any incentive (bonus) for the teachers who helped in implementing the inclusive education.

##### 4) *Bureaucracy in the inclusive education implementation:*

In implementing the education, each school had applied an SOP (Standard Operational Procedure) for each of the teachers. Each teacher had tasks and responsibilities which need to be done. The implementation of the curriculum in each school was in charge by the principal then implemented by each actively teaching teacher. In teaching and learning activities process in source room for the special needs students at Kutorenon2 Lumajang Elementary School

applied the SOP. The SOP itself consisted of the SET team tasks and the programs that had to be done for each meeting. On the other hand, Tompokersan 2 Lumajang Elementary School had not applied the same thing as they did not have the special program to be given to the special needs students yet. The facilities in each school had not applied the SOP. In providing the facility, the schools did not do it in structured. The school would list the facilities they needed if they felt it necessary. This was what being done by the teachers in facilitation task.

### *B. Discussions*

Inclusive education has been arranged in The Regulation of National Education Ministry No. 70 Year 2009 [1]. Basically, the inclusive education must be able to acknowledge and respond to the diversity needs of the students, accommodate the learning style and speed, as well as ensure all the students needs. Edward III [10] stated that there are determinant factors and they affect the success of the implementation of a policy, in which the communication, resources, disposition and bureaucracy. Some of these things will be discussed as follows.

*1) Communication:* Tompokersan 2 Lumajang Elementary School has not received information about the implementation of inclusive education. School is less active in participating in discussions about inclusive education. Tompokersan 2 Lumajang Elementary School implement inclusive education according to school knowledge. Tompokersan 2 Lumajang Elementary School does not understand services for children with special needs in inclusive school. This has an impact on the services provided by school to children with special needs. Communication is a part of the clue in conducting the policy implementation. If it does not conveyed, it will affect the work of the policy itself [10]. The lack of information will result in the slow implementation of inclusive education in schools.

Effectively, Kutorenon 2 Lumajang Elementary School transmit policies for the implementation of inclusive education in the school. It is inline with Edward III's theory [10] though effective communication, the administrators can apply the decision that they must take. Through information obtained about the implementation of inclusive education, school is able to provide services for students with special needs, starting from resources, learning activities, dan other services in inclusive education. School understand how to organize school within the scope of inclusive education. This is in accordance with Subini [12] theory which states that inclusive schools are able accommodate the needs of each student to improve the quality of education by (1) paying attention to the conditions of different students, (2) using flexible curriculum, (3) using varied learning methodologies, (4) utilizing the surrounding environment as a learning resource, and (5) cooperating with various parties involved. From the understanding approved by the school, the principal as the highest position decides the teaching and learning activities that are needed

to be conducted for the special needs students and conveys/transmits it during the staff meeting.

It's different from Tompokersan 2 Lumajang Elementary School. Principal is rarely to discuss the implementation of inclusive education because of the lack of information obtained. Transmission, clarity and commitment to communicate the related issues are needed to give the best services for the special needs students. From the discussion it is known that conveying or transmitting any information related to the teaching and learning activities to the school staffs/members will ease and accelerate the implementation of the regulated policy.

*2) Resources:* The resource components in implementing a policy consist of staffs, facility, finance and other aspects that support the activities to run well and meet the set goals (Indiahono, 2017:31) [6]. During the teaching and learning activities in Kutorenon 2 Lumajang Elementary School, it was conducted by the homeroom teachers and SETs or staffs in implementing a policy in order to make it works as what had been planned. In Tompokersan 2 Lumajang Elementary School was conducted by the homeroom teacher. It corresponds with Technical Guidance of East Java Inclusive Education Administration [3] that teachers and SETs in inclusive environment have important role. One of the teachers and SETs' tasks at inclusive school is to give service in the form of adjusted teaching and learning activities based on the special needs students' capabilities.

The teaching and learning activities for special needs students are divided into planning, executing, and evaluating or assessing [4]. Some of those have been done by the teachers and the SETs in conducting the teaching and learning activities for the special needs students. The teachers in Kutorenon 2 Lumajang Elementary School work together in giving service for special needs students. Indiahono [6] explained, capable and skillful teachers in doing their tasks may accelerate the activities to meet the goals. The teachers in Kutorenon 2 Lumajang Elementary School are puzzled when facing a situation in resource room, therefore competence development is needed in order to effectively implement the inclusive education policy. Likewise, Tompokersa 2 Lumajang Elementary School has limited knowledge so that learning activities are carried out the same as regular students. Ikelegbe and Nweke in Ikechukwu & Chukwuemeka [13] explain that there are many failures in policies that result from ineffective implementation.

Regarding to the facilities (teaching aids) in conducting the teaching and learning activities for the special needs students, it was shown that it was still lacking. Certainly it will disrupt the teaching and learning activities in inclusive schools. Without being supported by good facilities, the implementation of inclusive education policy will not work (Edward III, 1980) [10]. Kutorenon 2 Lumajang Elementary School has provided a resource room for the special needs students. It corresponds to Technical Guidance of East Java Inclusive Education Administration [3] about the resource

room as one of the aspects that need to be noted as assessing process, any teaching supporting activities, therapy, compensatory learning and other supporting activities will be conducted there. Some of the resource room functions by both schools. But not in Tompokersan 2 Lumajang Elementary School. the resource room still not available. Yet, both of the school are still lacking with teaching aids and media for special need students. The media that is being provided is limited, because the school has financial issue to provide the facilities especially for teaching media and aids for special needs students. Indiahono [6] explained that other than the human resource, finance resource is needed. Finance is a sufficient investment of a program or policy. It will determine if a policy can run fast, slowly, or energetically.

3) *Disposition*: Every practitioner in implementing the inclusive education in Kutorenon 2 Lumajang Elementary School and Tompokersan 2 Lumajang Elementary School have commitment and honesty in doing each of the policies. In the study of Darnahadi [8] it was stated that incentive has impact on the human resource in implementing inclusive education policy. Yet, it is quite different in inclusive education implementation in Lumajang. Incentive is not giving much impact towards the practitioners behavior in implementing inclusive education. The teachers do their tasks based on sincerity and proven by the way the teachers conduct the teaching and learning activities with strong commitment as educators in providing the special needs students. Indiahono [6] stated that the characters needed by the policy implementers are honesty, commitment and democratic. Honesty and commitment hook the implementers toward the set program and make them enthusiast in doing the program consistently.

4) *Bureaucracy*: Implementation of education each school has implemented an SOP for every educator. Every educator has the tasks and responsibilities that need to be implemented. This is accordance with the theory of Edward III [10] SOP can be used as a reference in the operation of the implementor. In addition, the presence of SOP also prevents the actions of unwanted members [10]. In conducting the teaching and learning activities, Kutorenon 2 Lumajang Elementary School has SOP in the resource room activity. However, it is not specific on the tasks of each special teacher's team. All this time the implementation was conveyed by having a meeting among the principal, teachers and SETs. It is necessary to be added in the SETs tasks about what needs to be done by each member, so the program can meet the goals. It was explained by Edward III [10] that less befitting SOP caused disappointment, since the implementers do not notice the implication. While Tompokersan 2 Lumajang Elementary School still has not implemented services specifically for students with special needs. The implementation of learning for students with special need is still not adjusted to the abilities of students, this is not in accordance with the policy

of the Ministry of National Education Number 70 Year 2009 [1].

#### IV. CONCLUSIONS

The implementation of the inclusive education policy is affected by several factors; communication, human resources, disposition and bureaucracy. There need to be a good communication in implementing the inclusive education so then the teachers are able to meet the goals. Competent human resources as well as adequate facilities will fasten and ease the implementation process.

Incentive or bonus is not the main point in implementing the inclusive education in Lumajang. The commitment is the main attitude that was shown by the teachers in helping to educate the students. Although some may not be adjusted to their ability yet. The bureaucracy in implementing inclusive education is needed in order to facilitate in doing the tasks and avoid unwanted things and all schools not use SOPs in implementation.

#### REFERENCES

- [1] K. P. Nasional, *Peraturan Menteri Pendidikan Nasional Nomor 70 Tahun 2009*. Jakarta: Kementerian Pendidikan Nasional, 2009.
- [2] P. D. Lumajang, *Peraturan Wilayah Lumajang Nomor 6 Tahun 2017 tentang Perubahan Atas Peraturan Daerah Nomor 5 Tahun 2015 tentang Administrasi Pendidikan*. Lumajang: Bupati Lumajang Provinsi Jawa Timur, 2017.
- [3] L. P. P. P. J. Timur, *Bimbingan Teknis Administrasi Pendidikan Inklusif Jawa Timur*. Surabaya: Layanan Pendidikan Pemerintah Provinsi Jawa Timur, 2014.
- [4] D. P. P. K. dan L. Khusus, *Pedoman Umum untuk Melaksanakan Pendidikan Inklusif*. Jakarta: Direktorat Pengembangan Pendidikan Khusus dan Layanan Khusus, 2011.
- [5] K. P. Nasional, *Undang-Undang Republik Indonesia Nomor 20 Tahun 2003 tentang Standar Pendidikan Nasional*. Jakarta: Kementerian Pendidikan Nasional, 2013.
- [6] D. Indiahono, *Kebijakan Publik Berbasis Dynamic Policy Analysis edisi ke-2 revisi*. Yogyakarta: Gava Media, 2017.
- [7] H. K. Sulistyadi, "Implementasi kebijakan penyelenggaraan layanan pendidikan inklusif di Kabupaten Sidoarjo," *J. Kebijak. dan Manaj. Publik*. Vol. 2, 2014.
- [8] F. H. Danarhadi, "Implementasi Kebijakan Pendidikan Inklusi di SMP Ekakapti Karangmojo Gunung Kidul Yogyakarta," *Spektrum Anal. Kebijak. Pendidik.*, vol. 6, no. 5, pp. 541–549, 2017.
- [9] P. Indriawati, "Implementasi Kebijakan Tugas Guru Pembimbing Khusus pada Pendidikan Inklusif di SD Negeri se-Kecamatan Junrejo Batu," *J. Kebijak. dan Pengemb. Pendidik.*, vol. 1, no. 1, 2013.
- [10] G. C. Edward III, *Implementing Public Policy*. USA: *Congressional Quarterly*. 1980.
- [11] B. Winarno, "Kebijakan publik: Teori dan proses," *Yogyakarta Media Press.*, 2007.
- [12] N. Subini, "Pengembangan pendidikan inklusi berbasis potensi," *Jogjakarta: Redaksi Maxima*, 2014.
- [13] B. I. Ugwuanyi and E. E. O. Chukwuemeka, "The obstacles to effective policy implementation by the public bureaucracy in developing nations: the case of Nigeria," *Kuwait Chapter Arab. J. Bus. Manag. Rev.*, vol. 33, no. 856, pp. 1–10, 2013.