

Inclusive School Policies: A Literature Study of Implementation Dilemmas

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Abstract: This paper aims to examine the dilemma of implementing inclusive school policies. The method used is literature study. The inclusive school policy is a noble vision based on social justice. Even though many obstacles were found in its implementation, it is only fitting that stakeholders, in this case the government, take on a complex role in order to achieve optimal service in policy implementation. The government in this case takes the most important part in increasing the competence of teaching teachers in inclusive schools. Apart from considering competence, it is appropriate to consider support for teachers, both teaching and emotional support in order to optimize the implementation of inclusive education policies in schools, so that teachers can be confident and carry out broader exploration of teaching practices in inclusive classes. In the end, justice in access to education for all Indonesian people can be realized optimally.

Keywords: Policy education; inclusion school; inclusion class

INTRODUCTION

Based on the data, it is known that there is a widening gap in the completion of education, between children with and without special needs (UNICEF, 2020). It was explained that 95% of children nationally completed basic education, while only 56% of students with special needs graduated from school. This difference is greater in secondary education, indicating that the access experienced by children with special needs increases with age. As many as 62% of adolescents without special needs successfully completed senior secondary education, while only 26% of adolescents with special needs (UNICEF, 2018). Some parents choose not to send their children with special needs to school because they feel that the benefits of school are not felt by their children. On the other hand, there are schools that refuse to accept children with special needs or are simply unable to meet the needs of children with special needs.

Inclusive education is one of the education systems in Indonesia. This system provides equal access to education for persons with special needs through integration. The integration in question is the elimination of the boundary between special and regular education or what is often referred to as mainstreaming. This education system provides equal rights for persons with special needs who have the potential for intelligence and/or special talents to conduct joint learning with students in general. Inclusive education can be interpreted as a system that provides full access for each student to obtain quality education for each child regardless of the conditions carried without discrimination.

Equitable distribution and improvement of the quality of education for each student through inclusive education. The existence of students with special needs in the concept of inclusive education will automatically increase the heterogeneity of a class. The existing heterogeneity encourages teachers to continue to be creative by using varied learning models and media. Teachers who are familiar with a classical learning model will be required to continue to innovate on learning models and media to suit the abilities of

students with special and regular needs. This is done in order to provide full and equal access for all students.

Fulfillment of individual services for students with special needs. The spectrum of persons with disabilities creates a diversity of abilities for each student with special needs. So the need for services in individual education services is needed. These services are contained in an individual education program (IEP) which is designed and developed based on the results of the assessment of students with special needs. IEP is a written design that documents the ability of students and educational services to accommodate appropriate needs and has a sustainable nature.

Inclusive education is an effort to create a diversity-friendly community. Inclusive education is one way to an inclusive society. An inclusive society is a community that accepts and respects differences, and upholds the value of tolerance. The concept of inclusion ensures that the educational needs of all children, regardless of differences, can be met in an environment of mutual respect and understanding. It is this focus on acceptance that represents the biggest ideological shift in inclusion because it signals a shift from a medical education model to a social model. (O'Riordan, 2017).

The implementation of inclusive education requires the involvement of all relevant education components (Efendi, 2018; Iswari et al, 2023). The complex needs that need to be accommodated by students with special needs require support from many parties. The contribution of each stakeholder is needed to realize the ideal inclusive education.

Inclusive education must be carried out continuously at all levels of education, both primary, secondary and advanced. This is done to support the success of programs that have been designed that have a sustainable and sustainable nature so that students with special needs are ready to enter the community with confidence.

In Indonesia, the first support system in the implementation of inclusive education is regulation regulated by the government. Regulation is an important basis for formulating policies. These include Law No. 20 of 2003 concerning the national education system, Law No. 8 of 2016 concerning persons with special needs, Government Regulation No. 13 of 2020 concerning adequate accommodation for students with special needs, Regulation of the Minister of National Education No. 70 of 2020. 2009 concerning inclusive education for students who have disabilities and have the potential for intelligence and/or special talents, Decree of the Minister of Education and Culture No. 719/P/2020 concerning guidelines for implementing curriculum in educational units under special conditions, Governor Regulation, Mayor or Regent Regulation related to inclusive implementation in the regions.

METHOD

The method used is a literature study (library research) using books and literature related to variables. Literature study is a series of research activities related to methods of collecting, reading and recording library data and processing them into research material (Zed, 2014). Literature studies are related to theoretical studies through references to values, culture, and norms that develop in the social situations studied (Sugiyono, 2018).

FINDING AND DISCUSSION

Implementation of Inclusion School Policy

In 2002, the government committed to implementing an inclusive education program, but its implementation has not been consistent (UNICEF, 2019). The data shows implementation related to inclusion policies which the author summarizes, including: 2017 Central Bureau of Statistics (BPS) data noted that 18% of 1.6 million children with special

needs received inclusive education services. The data on persons with disabilities is supported by the number of inclusive schools starting from elementary, junior high, high school and vocational schools in Indonesia, namely 29,317 inclusive schools (Dapodik, as of 31 January 2019). There will be an increase in 2020 according to data from the Ministry of Education and Culture, there are 32,000 regular schools which have become inclusive schools in various regions. However, the number of inclusive schools is not proportional to the number of persons with disabilities who have not been treated in inclusive schools.

Many researchers report the failure of inclusive education. Tanjung et al (2022) explained that inclusive education for children with special needs has not been understood as an effort to improve the quality of education services. The reality of implementing the policy of implementing inclusive schools in Indonesia is still far from the vision and implementation guidelines that are put forward, both in terms of students, teacher qualifications, facilities and infrastructure, as well as support from parents and the community (Alfikri et al., 2022), so that the implementation of the policy inclusive education is not implemented properly (Syamsiyah, 2022).

Pictures of Policy Implementation Problems

The practice of an inclusive education system is limited to placement in primary classes, rather than full participation of a child in environmental aspects of education (Berlach & Chambers, 2011; Fisher, 2012; Lalvani, 2013). Physically, the presence of children with special needs in regular classes does not automatically result in true integration (De Boer et al., 2011). It is further known that the problem with the implementation of the inclusive education system is in the implementation of inclusive education which is still not inclusive. This is shown by the fact that there are still schools that are labelled as inclusive and accept students with special needs, but place them in a separate class, separate from other children (UNICEF, 2019).

Lack of supervision and assistance, even evaluation to determine the quality and progress of implementing inclusive education causes a lack of achievement of inclusive education goals (Irvan, 2019; Zakaria & Tahar, 2017). The results of the evaluation of the implementation of inclusion show that in general there are efforts to foster inclusive values for every member of the school community. However, in practice, various obstacles were encountered, including inadequate infrastructure (Ito et al., 2022; Janawati et al., 2020; Yasa & Julianto, 2018), curricula that needed adjustments, admission systems for students with special needs which were still limited. (Muh & Uslan, 2020), minimal teacher competence and knowledge, and not optimal support from the community (Amr et al., 2016; Mariani & Sulasmono, 2018). In addition, the study also found that the attitude of teachers and students without special needs is the biggest challenge faced by children with special needs who attend public schools (Poernomo, 2016; Ediyanto et al 2021).

The problem that has been successfully photographed is a form of the lack of readiness of schools as inclusive education service providers. It requires optimal management of all elements that hold the successful process of inclusive schools (Nuraini, 2022). There are many tasks that need to be completed to realize the ideal of inclusive education, so maximum collaboration between the state, teachers and parents is needed in its implementation. All three are expected to be able to establish communication in the context of implementing inclusive education policies. In addition, resources in the policy implementation process also need to be considered, such as human resources, budget and supporting facilities. The disposition of policy implementers that needs to be carried out is honest in all aspects and has full commitment so that all parties have responsibility for the successful implementation of the inclusion policy. The bureaucratic structure for

implementing inclusive education policies needs to be upheld, in this case SOP (standard operational procedures), clear management bureaucratic structures and standard assessment systems (Supriatini et al., 2019).

Urgency of Attitude and Professional Training

The quality of education depends on the quality of the teacher (Yu et al., 2011). This makes the teacher the most important factor that greatly influences the success of inclusive practices (Mohamed Emam & Al-Mahdy, 2020). The existence of trust in teachers' attitudes towards inclusive education is one of the challenges in the inclusion class (Materechera, 2020). The teacher's perspective on inclusive education is manifested in the attitude they show in teaching practice. The attitude of teachers both in inclusive education and students with special needs is influenced by various factors, including teacher characteristics (Jury et al., 2021; Werner et al., 2021), teacher age (Scanlon et al., 2022), gender, background educational background, position (Aldosari, 2022; Saloviita, 2020), teaching experience (Agbenyega & Klibthong, 2014; Turkoguz et al., 2021), teaching support (Desombre et al., 2021), teacher status (Beaton et al., 2021), teacher knowledge (Aksu et al., 2020), and teacher self-efficacy (Werner et al., 2021). The teacher's attitude towards students with special needs is determined by factors which include the type of obstacles (Amr et al., 2016; Jury et al., 2021), and the influence of training (Aldosari, 2022).

Teaching students with special needs in an inclusive learning environment is not easy, besides that, classes with many students are also a challenge for inclusive school teachers. So that adjustments are needed in learning practices that require support from outside the classroom and school (Nel et al., 2016). Professional training that focuses on inclusive education is one of the efforts to raise awareness and prepare teachers to provide optimal assistance to special students. Teacher training is one means of achieving successful inclusive education (Donohue & Bornman, 2014). Because with the growing awareness and understanding of appropriate assistance for students with special needs, it can create a friendly environment and support students with special needs to develop according to their abilities (Aminah et al., 2021).

In the end, through the training activities carried out, it will provide a paradigm shift that is able to support the achievement of the goal of establishing an inclusive school as an effort to overcome the social problems of students with special needs and minimize the impact caused by an exclusive attitude (Jauhari, 2017). This training is important to do to create appropriate and adequate inclusive classroom practices. In addition, teachers are also optimistic that teaching in inclusive classes will be optimal if problems related to resources can be overcome through training.

Training for teachers to support the implementation of inclusive education is actively carried out. Even so, in the practice of learning in inclusive classes there are still differences between one teacher and another. Woodcock et al (2022) found a relationship between teacher self-efficacy and inclusive practice in elementary schools. It was explained that teachers may need support that is more than just telling them about the ins and outs of inclusive education. This is because there are differences in teacher self-efficacy that affect their teaching practices, even though they have the same understanding. Teachers with higher confidence in their teaching abilities reported using strategies that were flexible, responsive to student strengths and needs, focused on student success, and encouraged student self-regulation (Aprilia, 2017). However, teachers with lower confidence in their teaching abilities focused their classroom strategies such as grouping students or differentiating assignments primarily around their students' abilities. In addition,

they focused on managing student behavior and, unlike highly effective teachers, reported using teaching assistants to help meet student needs.

CONCLUSION

There is still a lot of homework that needs to be completed in implementing inclusive education policies. The government in this case takes the most important part in increasing the competence of teaching teachers in inclusive schools. Apart from considering competence, it is appropriate to consider support for teachers, both teaching and emotional support in order to optimize the implementation of inclusive education policies in schools, so that teachers can be confident and carry out broader exploration of teaching practices in inclusive classes. In the end, justice in access to education for all Indonesian people can be realized optimally.

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