



PROBLEMS WITH THE IMPLEMENTATION OF INCLUSIVE EDUCATION POLICIES FOR STUDENTS WITH SPECIAL NEEDS IN PUBLIC SCHOOLS

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Abstract: *The implementation of inclusive education is based on a belief that all people are part of society regardless of their differences. So that education can be accessed easily by all people, including Children with Special Needs (ABK). With this inclusive education, it will have an impact on them so they don't feel marginalized by those who are normal. This study aims to determine the implementation of inclusive education services in public schools after the issuance of central and local government policies in Indonesia regarding the implementation of inclusive education including problems in the management of inclusive education and school efforts to overcome problems in managing inclusive education from the aspect of school management, education personnel, facilities, and infrastructure, curriculum, learning process and cooperation in the management of inclusive education in Blitar City State Elementary Schools. This research used descriptive method and the data were analyzed using a qualitative approach through interviews, observations and documentation studies. The research subjects were principals, teachers, and parents at SDN Tanggung 2, one of the schools providing inclusive education. The results showed that the implementation of inclusive education in schools did not go well. There are many problems in the implementation of inclusive education including; limited knowledge and skills of teachers in providing services to children with special needs, there are no special supervising teachers at schools providing inclusive education, infrastructure and school environments that are not yet fully accessible to children with special needs, Human Resources (HR) have difficulty in modifying the curriculum, assessment academic and non-academic children with special needs, the management of cooperation with related parties (parents and the Center for Disability Services) is less than optimal, there is no supervision and intensive guidance on inclusive education in schools by the education ranks and the local government.*

INTRODUCTION

The presence of special needs children around us automatically requires special education services to suit their needs. The urgency of children with special needs requires special education services so that they can develop their maximum potential, "... Who deviates from the average or normal child in mental, physical, or social characteristics educational services in order to develop to his maximum capacity" (Efendi, 2010).

Many regulations support the implementation of inclusive education models in Indonesia, indicating that the Indonesian government's attention to improving the quality of human resources with special needs require being followed up consistently by policymakers for its implementation process. In this regard, there are some questions that Inclusive education providers need to ponder, such as Is the integration of children with special needs into regular classes in improving their performance? Are regular student responses positive enough? Is the learning model applied in the inclusive classroom Effective enough?, Is the learning media used is in accordance with the class character? Is the design of learning that is prepared in accordance with the target group?, Do regular teachers have the readiness to face children with special needs? Is the competence of teachers is adequate for inclusion class?, Do supporting facilities need to be improved by schools? and so on. (Efendi, 2018).

Inclusive Education

Unicef (2017) explain the meaning of inclusive education as follows:" An education system that includes all students, and welcomes and supports them to learn, whoever they are and whatever their abilities or requirements. This means making sure that teaching and the curriculum, school buildings, classrooms, play areas, transport and toilets are appropriate for all children at all levels. Inclusive education means all children learn together in the same schools."

According to Mohammad Takdir Divine, (2013: 26) inclusive education is an educational service system that includes children with special needs studying together with their peers in regular schools closest to where they live. Meanwhile, in the regulation of the minister of national education number 70 paragraph 2 regarding inclusive education aims:

- a. Provide the widest possible equal opportunity to students who have the potential for physical, emotional, mental and social disorders or have the potential for intelligence and/or special talents to obtain quality education in accordance with their talents and abilities.
- b. Realizing the implementation of education that respects diversity, and does not discriminate for all students as referred to in letter a

Garnida (2015: 48) defines inclusive education as a system of providing education for students who have certain limitations and other students who are combined without considering their respective limitations.

Budiyanto (2009:13) states that there are things that need to be considered in Inclusive organizers, namely:

- a. Schools provide classroom conditions that are friendly, warm and accepting and respecting diversity
- b. Teachers are required to collaborate with other professions or resources in planning, implementation and evaluation

- c. Teachers are required to involve parents in a meaningful way in the educational process,
- d. Principals and teachers who later become special assistant teacher must receive training on inclusive schools
- e. Teachers receive technical training to facilitate children with special needs
- f. Assessment is carried out to find out the child and the necessary actions and provide special guidance on understanding and agreement with parents
- g. Identify barriers related to physical, social and other problems related to accessibility and learning
- h. Involve the community in monitoring the quality of education for all children.

Characteristics of Inclusive Education

According to Ley Kekeh Marthan, (2007: 154) the characteristics of inclusive education management are as follows:

1. Involving all components of education in the whole process from planning, organizing, managing and evaluating, namely: teachers, students, parents and the community.
2. Parents and the community participate in the whole learning process.
3. Teachers are given opportunities and challenges to learn various learning methods according to children's needs.
4. Teachers use cooperative learning methods that involve collaboration between children and interactive teaching
5. Participation and cooperation between all components is increasingly being enhanced, especially cooperation between parents and teachers starting from lesson planning to evaluation and follow-up.

Inclusive Education Management

According to Ley Kekeh Marthan, (2007: 146) inclusive education management involves the implementation of management functions, namely planning, organizing, managing and evaluating as follows 1) Inclusive education planning is an activity to set goals and formulate and regulate the utilization of human, financial, methods, equipment and all available resources for the effectiveness of achieving the goals of inclusive education, 2) Organizing inclusive education involves the division of tasks for each member to complete in an effort to achieve the planned goals, 3) Management of inclusive education includes leadership, implementation of supervision, and management of school relations with the community so that the goals of inclusive schools can be achieved, 4) The evaluation of inclusive education is carried out to assess whether all the activities carried out have been achieved with the stated objectives.

Problems in the Implementation of Inclusive Education

Dedy Kustawan, (2013: 106) states that the problems in the implementation of inclusive education include:

- a. Lack of availability of infrastructure in accordance with the special needs of students
- b. Lack or absence of special guidance teachers in inclusive schools
- c. The absence or lack or difficulty of psychologists and doctors who work or can work together in the context of implementing inclusive education
- d. Lack of management information systems, *benchmarking*, and even the costs of socialization and monitoring and evaluation of inclusive education providers.

Children with Special Needs

Children with special needs (Heward/disabled) are children with special characteristics that are different from children in general without always showing mental, emotional or physical disabilities. Included in the crew include: visually impaired, deaf, mentally retarded, quadriplegic, tunalaras, learning difficulties, behavioral disorders, gifted children, children with health problems, and socializing difficulties. (wikipedia, 2021)

Based on several opinions about the definition of children with special needs, it can be concluded that children with special needs are children who for some reason experience a condition that affects the normal growth and development of children, thus making them abnormal or different.

Components in the implementation of inclusive education

The components in implementing inclusive education include the following:

Special Advisor Teacher

Special Advisor Teachers are teachers who have an extraordinary educational background or have received special training on special education. According to Prastomo, (in Divine, 2013: 180). Special Advisor Teachers is a special supervising teacher who can understand education for children with special needs to be able to be placed in inclusive schools.

Educational units providing inclusive education that are not appointed by the district/city government are required to provide at least 1 (one) special supervising teacher.

Mudjito, et al, (2012: 54) state that the competence of inclusive teachers is the ability of teachers to educate students with special needs and to educate students with special needs of certain types in the form of; 1) develop a special education assessment instrument, 2) carry out assistance for education special needs, 3) provide special service assistance, 4) continuous guidance for children with special needs, 5) provide assistance to students with special needs.

According to Dedy Kustawan, the duties of a Special Advisor Teacher (2013: 130) include; 1) develop a mentoring program for class teachers and subject teachers, 2) implement guidance programs for classroom teachers and subject teachers, 3) monitor and evaluate guidance programs for classroom teachers and subject teachers, 4) provide professional assistance in acceptance, identification, assessment, prevention, intervention, compensatory and advocacy services for students, 5) provide assistance in curriculum development, individual education programs, learning, assessment, media, and learning resources as well as accessible facilities and infrastructure, 6) prepare reports on mentoring programs for class teachers and subject teachers, 7) report the results of mentoring for class teachers and subject teachers to the principal, the education office and relate, 8) following up on the results of mentoring for class teachers and subject teachers.

Assessment is a process of gathering information about the development of students by using appropriate tools and techniques to make educational decisions regarding placements and programs for students, Dedy Kustawan, (2013: 80).

Implementation of special assessment aims; knowing the type and level of crew, knowing the types and levels of ABK constraints, knowing the various potentials of ABK, knowing the various needs of ABK, knowing the progress or results of achieving ABK in the process of special education services.

Curriculum

The curriculum used in the implementation of inclusive education basically uses the curriculum that applies in schools in general, but the curriculum needs to be adjusted to the needs of students, because the obstacles and abilities possessed by students in inclusive schools are different or varied. In general, there are four components that must be in the curriculum, namely objectives, content/material, process and evaluation.

Schools providing inclusive education use flexible curricula. The flexible curriculum according to Dedy Kustawan, (2012: 59) is a curriculum that accommodates students with various ability backgrounds by means of escalation, duplication, modification, omission and substitution.

Facilities and Infrastructure

Facilities and infrastructure in schools that provide inclusive education must be accessible to all students, especially students who have visual impairments, physical barriers, and movement functions. According to Dedy Kustawan, (2013: 137) accessibility is the convenience provided for each individual in order to realize equal opportunities in all aspects of life and livelihood.

According to Dedy Kustawan, (2012: 81) types of accessibility are physical accessibility and non-physical accessibility. Physical accessibility such as roads to school, school grounds, classrooms, classroom doors, classroom windows, classroom corridors, libraries, laboratories, sports areas, play areas, toilets, stairs, road crossings to school, the school environment, and signs school sign. As for non-physical accessibility, for example books in Braille for students who have total visual impairment, sign language and *hearing aids* for students with hearing impairments, and so on.

Cooperation

Schools providing inclusive education can involve related agencies or institutions that have the same program of organizing, fostering, and developing scientific knowledge, for example; Disability Service Center, Special Schools (SLB), clinic, hospital, therapy center or Intervention Center.

METHOD

This study uses a qualitative approach with a descriptive method which intends to explore and appreciate an object regarding the implementation of inclusive education in public elementary schools in the city of Blitar. Qualitative research with descriptive method is a method that explains or describes a fact, data, and object of research systematically and in accordance with natural situations. Regarding the things being studied, research results emphasize more on meaning than results, and research results are not binding and can change according to the conditions encountered in the research field and are interpreted and written in the form of words or descriptive based on facts in the field (Anggito, A. ., & Setiawan, 2018).

The qualitative method is considered very suitable to be able to answer the purpose of this study, namely knowing the inhibiting factors in the implementation of inclusive education in Blitar public elementary schools, as well as what efforts have been made by schools to overcome these problems. obtained. The data which is then used as a reference in this study were taken from various sources including: 1) Primary Data Sources, Primary Data is data obtained directly from the subject under study, in collecting primary data, the researcher must contact or communicate directly with the subject or informant in research, therefore, in this study the source of the data obtained comes from the subject or informant who will be interviewed and observed by researchers who are carried out directly at the research site; 2) Secondary Data Sources, Secondary

data is complementary data to support primary data. In this study, the data analysis technique used is interactive data analysis where there are three main things in interactive analysis, namely, data reduction, data presentation and conclusion drawing/verification as something which intertwine at the time before, during and after data collection in parallel forms, to build a general insight called "analysis", Data analysis activities can be carried out through several stages, including: where the researcher sorts the data to be entered based on the importance or not too important of the data. In addition, data reduction can also be used as a process of grouping data according to categories. Data reduction can make it easier because it can show data that is not clear to be clearer and in sequence. Data presentation is a structured collection of information that provides conclusions and decision making that continues to develop into data in the form of narrative descriptions, charts, relationships between categories, and the like. obtained through the results of interviews, observations, and documentation. Verification or drawing conclusions is the final step in data analysis techniques. Where conclusions are verified during the research in the form of a description or description of an object that is put forward as a reliable conclusion.

(Munajah et al., 2021)

DISCUSSION

Basically, schools for children with special needs are the same as schools for children in general. Due to the characteristics of the disorder that children with special needs have, schools for them are specially designed according to the type and character of the disorder. As we know, there are several types of schools for children with special needs, including Special Schools (SLB), integrated schools (*mainstreaming*), and inclusive schools.

Currently, inclusive education is being developed. In inclusive education, children with special needs are integrated into public schools by using existing facilities and supporting the school environment as optimally as possible. Implementation inclusive education based on a belief that all people are part of society regardless of their differences. So that education can be accessed easily by all people, including Children with Special Needs (ABK). With this inclusive education, it will have an impact on them so don't feel marginalized by those who are normal. Therefore, all children regardless of ability or disability, cultural background or language, religion, gender are united in the same school community.

For children with special needs in public schools, services are given at certain times in special rooms or directed to institutions that have resources in accordance with the capacity in assisting children with special needs, in this case in the city of Blitar there is a Disability Service Center (PLD) to be temporarily separated. from normal children, and handled by special teachers or companions. This special activity is intended to provide therapy according to needs.

At SDN Tanggung 2, there are no special education staff or special assistant teachers who handle inclusive classes. Students with special needs blend into one another with normal children by using the same curriculum, models, learning methods, and assessments. The training that has been attended by several classroom teachers, both organized by the Blitar City Education Office and the ministry only provides a general description of children with special needs, which includes symptoms, characteristics, classifications, and infrastructure suggestions that should exist in inclusive schools.

Regarding how it is handled, the curriculum, models, methods, and assessments for children with special needs are not presented in detail.

Public schools in the city of Blitar that have students with special needs do not have special supervisory teachers, therefore related to the initial assessment, treatment, to therapists, the school cooperates with the Disability Service Center to provide intensive treatment in accordance with his needs. The types of children with special needs at SDN Tanggung 2 are mentally retarded, slow learners, and learning difficulties. There are two children classified as mentally retarded, both of whom are in the second grade, they are male, there are four children consisting of two boys and two girls who are classified as slow learners, one of them is in fourth grade, the other three are sitting in the fourth grade. fifth and sixth grade. Meanwhile, a fifth grade boy who is classified as having learning difficulties.

At SDN Tanggung 2, there is no special room that is supported by the infrastructure needed by children with special needs. The rooms at SDN Tanggung 2 are only rooms for regular classes, where normal children and mentally retarded children are in the same class with the same treatment of the learning process. Therefore, the management of inclusive education at SDN Tanggung 2 has not been going well.

The results in this study are based on the results of interviews and direct observations conducted at SDN Tanggung 2, Kepanjenkidul District, Blitar City related to problems in the management of inclusive education and school efforts in overcoming these problems.

In the process of implementing inclusive education, it is necessary to pay attention to the effectiveness of schools in the management of inclusive education in order to improve educational services for all students, including children with special needs. The management of inclusive education at SDN Tanggung 2 has not been effective because there is still a lack of preparation by schools, starting from the curriculum, infrastructure, and special educators so that students do not get maximum service. This is in accordance with the statement from the SK, the head of SDN Tanggung 2.

“Inclusive education has not been effective because in our school we do not have special assistant teachers who have the skills and skills to assist and facilitate children with special needs. Meanwhile, general teachers do not yet have competence in providing services to children with special needs, only limited to the ability or knowledge possessed by teachers when they attend training or workshops. One example is the teacher still has difficulty in delivering learning for mentally retarded children, the teacher must be patient and painstaking in explaining each lesson given. This situation is contrary to Government Regulation PP Number 19 of 2005 concerning National Education Standards, where "every educational unit that implements inclusive education must have educational staff who have the competence to organize learning for students with special needs". The teachers at SDN Tanggung 2 are general teachers with elementary school teacher education backgrounds, so that special education services have not been maximized. In addition, at our school we have not implemented a curriculum that is tailored to the specificity of existing students, there are no infrastructure and learning tools that support children with special needs for slow learning and autism, and there is no intensive supervision and guidance on inclusive education in schools by the education staff. and local government” (SKP/15/10/2022).

The above statement was strengthened by Ms. EA as a grade 6 teacher who stated that:

“Not yet, because there are no accompanying teachers who have come to school, so children with special needs are only handled by their respective class teachers so that their learning is still less effective. We are only given the opportunity for children to receive assessment, mentoring, and therapists at the Disability Service Center (PLD), so children with special needs must be in two different places on certain schedules. In addition, there are no learning tools used for children with special needs.” (EA/15/10/2022)

The problem with the curriculum at SDN Tanggung 2 in the management of inclusive education is that there is no special curriculum for children with special needs so that in this case the curriculum used for children with special needs for mental retardation, slow learning, and learning difficulties is only by lowering the level of difficulty. There is no curriculum for children with special needs due to difficulties in its preparation, so the curriculum for children with special needs used at SDN Tanggung 2 uses the curriculum used by schools today.

The cooperation that occurs between the autism service center and the school is only in the assessment process until the therapist which is carried out on a scheduled basis has not run optimally. So schools do not receive assistance from special supervisors, but schools that have students with special needs are willing to facilitate these students to be brought to PLD to receive appropriate learning assistance, therapists, and assessments every morning and afternoon returning to their school to participate in learning together with other normal friends. . The problem of cooperation with PLD is also influenced by the willingness of parents to include their children in PLD, due to various reasons, including parents feel ashamed and do not want their children to be considered special needs, busy parents work in delivering and accompanying the assessment process and their children's therapist in PLD, while the lack of personnel from schools to provide shuttle facilities from school to PLD and vice versa.

The school's efforts have been made to overcome the problems that arise in the management of inclusive education at SDN Tanggung 2 as follows:

a. Education Officer

In the process of managing education at SDN Tanggung 2 there were problems related to educational staff, especially the absence of special supervising teachers and the competence possessed by teachers. There are several efforts made by schools to overcome these problems, including cooperating with the Disability Service Center in terms of therapists and assessments, optimizing teacher competence through outreach activities, webinars, workshops, or even education and training that are oriented towards handling children with special needs.

b. Curriculum

The management of inclusive education at SDN Tanggung 2 needs to adjust the curriculum for children with special needs. Thus, the teacher in conveying material can be directed according to the needs of students so as to facilitate the learning process. If in its preparation, the principal and teacher experience difficulties, then it can be overcome by various efforts such as the principal giving directions to teachers whose classes have children with special needs to utilize the curriculum used by normal children but for children with special needs the level of difficulty is lowered, and providing instructions to teachers for making modified curricula for children with special needs.

c. Learning process

The learning process at SDN Tanggung 2 between children with special needs and normal children is put together in one class. At SDN Tanggung 2 there are problems

related to the learning process such as teachers having more difficulty handling children with special needs and children with special needs having difficulty receiving lessons. In this case, what the principal does is provide direction to the teacher regarding the problems of the learning process, namely by providing additional hours for students who do not understand the lessons explained by the teacher. This applies to all students, however, during extra hours, classes will be separated for children with special needs from normal children, especially for children who are slow learners and have learning difficulties.

d. Infrastructure

In the process of managing inclusive education, facilities and infrastructure are very important. With the facilities and infrastructure, the teaching and learning process becomes more effective and smooth. At SDN Tanggung 2 there were problems related to facilities and infrastructure, such as the lack and unavailability of existing facilities and infrastructure at school. Therefore the school principal held a meeting regarding the problem of facilities and infrastructure to determine the need for facilities and infrastructure for inclusive schools. Whether the procurement is carried out by the Education Office or is it budgeted in stages by the school independently

e. Cooperation

The management of inclusive education at SDN Tanggung 2 did not go as smoothly as expected. There are problems that hinder the implementation of inclusive education in terms of cooperation with both parents and institutions that have the support capacity in serving children with special needs. Many parents are not aware of their child's needs because they think that their child is not a normal child or a child with disabilities. This continues to be an obstacle for schools and service institutions in the form of assessments, therapists, and learning according to the abilities of children with disabilities. For this reason, schools together with disability service centers will continue to try to provide socialization on the importance of knowing from an early age the conditions of child development, and make them aware that children with special needs are special children with all kinds of deficiencies, which require special services in order to develop their potential and explore their strengths.

CONCLUSION

Based on the discussion, it can be seen that the management of inclusive education at SDN Tanggung 2 has not been effective due to the absence of special supervisory teachers and the ability of teachers to handle children with special needs is still lacking, besides that there is no infrastructure that supports the learning process, and the lack of supervision from the relevant agencies. . Therefore, in the management of inclusive education, careful preparation is needed so that the goals can be achieved. Not apart from all the achievements of inclusive education in public schools also require a big role from the local government and government agencies in order to provide services and meet the needs of children with special needs.

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