
REALIZING THE CITY OF EDUCATION VISION IN THE STUDY OF INCLUSIVE EDUCATION POLICY IMPLEMENTATION IN METRO CITY

Yuditya Wardhana*, Syeni Rakhmadani, Ari Gusnita
STISIPOL Dharma Wacana Metro

Abstract

Inclusive education is an education policy program that provides opportunities for children with special needs or disabilities to be accessible in regular schools. The problems faced by the Metro City government in carrying out inclusive education are the lack of standardization of facilities and infrastructure in the management of inclusive education in regular schools, limited accessibility for children with special needs in getting education, low understanding of educators in schools regarding children with special needs, and there is no special budget from the Metro City government that supports inclusive education, so that when the implementation of the policy can not be said to be successful, while the Metro City Development Vision is the Realization of an Educated City. The method used in this research is a qualitative approach. The results of this study indicate that inclusive education has not been implemented optimally because there are still many obstacles and obstacles in its implementation. Therefore, maximum effort is needed in implementing inclusive education with good cooperation and coordination between institutions and policy implementing institutions.

Keywords:

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Abstrak

Pendidikan inklusif merupakan program kebijakan pendidikan yang memberikan kesempatan kepada anak berkebutuhan khusus atau berkebutuhan khusus untuk dapat diakses di sekolah reguler. Permasalahan yang dihadapi oleh pemerintah Kota Metro dalam menyelenggarakan pendidikan inklusi adalah kurangnya standarisasi sarana dan prasarana dalam pengelolaan pendidikan inklusi di sekolah reguler, terbatasnya aksesibilitas anak berkebutuhan khusus dalam mengenyam pendidikan, rendahnya pemahaman pendidik di sekolah mengenai anak berkebutuhan khusus, dan belum adanya anggaran khusus dari pemerintah Kota Metro yang mendukung pendidikan inklusi, sehingga pada saat implementasi kebijakan tersebut belum dapat dikatakan berhasil, sedangkan Visi Pembangunan Kota Metro adalah Terwujudnya Kota Terdidik. Metode yang digunakan dalam penelitian ini adalah pendekatan kualitatif. Hasil penelitian ini menunjukkan bahwa pendidikan inklusif belum dilaksanakan secara maksimal karena masih banyak kendala dan kendala dalam pelaksanaannya. Oleh karena itu, diperlukan upaya yang maksimal dalam penyelenggaraan pendidikan inklusif dengan kerjasama dan koordinasi yang baik antar lembaga dan lembaga pelaksana kebijakan

Kata Kunci: kebijakan publik, pendidikan inklusif, disabilitas

***Corresponding author**

Email:

yuditya5290@gmail.com

INTRODUCTION

Increasing the level and quality of education is a comprehensive national development effort as well as a challenge for the government. The government is obliged to guarantee the implementation of education for all citizens, in accordance with the mandate of the 1945 Constitution Article 31 which states that the state guarantees the implementation of education for all Indonesian citizens. The guarantee for education is in line with one of the goals of the Indonesian state, namely the intellectual life of the nation. Furthermore, the government then developed a national education system. The national education system regulated in Law Number 20 of 2003 concerning the National Education System functions as a framework for achieving the country's goals, namely to educate the nation's life as well as to develop the potential of citizens who become students. On the other hand, the challenge for the government is to determine equal distribution of education for citizens. The responsibility for implementing these objectives is not only the responsibility of the central government, but also the responsibility of the regional government.

Local governments are responsible for not only implementing the educational framework set by the central government, but local governments must also play an active role in providing education based on the needs and interests of local communities. The government in this case establishes policies that can open access to the wider community. Broad access must be able to provide equal opportunities, especially for students with special needs or disabilities in the form of providing inclusive education.

Inclusive education is an education system that provides opportunities for all students who have disabilities and have the potential for intelligence, or special talents to participate in education and learning in an educational environment together with students in general. Inclusive education is an innovative and strategic educational approach to expand access to education for all children with special needs. Broadly speaking, this can be interpreted as a form of education reform emphasizing anti-discrimination, the struggle for equal rights and opportunities, justice, expanding access to education for all, improving the quality of education, strategic efforts in completing the 9-year compulsory education, and efforts to change stereotypes and attitudes. society for children with special needs. Inclusive Education has a legal basis and implementation, namely Permendiknas 70 of 2009 concerning Inclusive Education for Students with Disabilities and Potential Intelligence and/or Special Talents.

Given the importance of inclusive education, each region needs to have regional regulations related to the implementation of inclusive education as a policy of the regional government concerned with reference to regulations from the central government so that in its implementation in the region there are clear references and in accordance with the regulations made by the region. In carrying out the inclusive education policy in Metro City, the city government has issued a set of rules, namely

Metro City Regional Regulation Number 19 of 2016 concerning Child Friendly Inclusive Education. In Chapter V article 14 paragraph 1 states that:

“(1) The regional government appoint at least 1 (one) elementary school, and 1 (one) junior high school in each sub-district to provide inclusive education which is obliged to accept students as referred to in Article 4.

Then in Chapter V article 15 paragraph 1 states that:

“(1) Regional Governments are obliged to facilitate the establishment of Service Units for students with special needs to support the implementation of inclusive education at the primary and secondary levels.”

In addition to the Regional Regulations above, this is also reinforced by the Metro City Development Vision for 2021-2026, namely "The Realization of an Educated, Healthy, Prosperous, and Cultured Metro City." With this vision, the Metro City government should transform the education system by applying the principles of equity, the principle of diversity, the principle of meaningfulness, the principle of sustainability, and the principle of involvement. Finally able to respond to diversity. Diversity is not seen as a problem, but a challenge.

Based on preliminary research data, the implementation of inclusive education policies in Metro City has several obstacles, including the lack of public understanding about children with special needs and their existence as part of citizens, some people still look down on them. This causes people with disabilities do not get the same rights and opportunities as other members of the community. People with disabilities are equated with sick people, helpless, so they don't need to be given education and jobs, they are enough to be pitied and cared for for their survival.

Next is the ignorance of parents who have children with special needs, especially the general public about the existence of inclusive education. This inclusive education is still very rarely heard by the wider community, society in general only knows that children with special needs are sent to special education institutions, or what is commonly called Special Schools (SLB). In fact, there are regular schools that can accept children with special needs in the learning process.

Another problem is that the existing local regulations regarding inclusive education in Metro City are not yet fully implemented. This can be seen from the small number of schools that provide inclusive education. Ideally, referring to existing regulations, the city government appoints at least one primary school and one junior high school in each sub-district and one secondary education unit to provide inclusive education.

Research on the implementation of inclusive policies has actually been carried out by previous researchers, including by Zaini Sudarto (2016) with the title "Implementation of Inclusive Education Implementation Policies". This research was conducted in 2016 in the city of Surabaya. The researcher explains about the implementation of inclusive education in 3 elementary schools and 3 junior high schools using a quantitative

approach. The author uses the implementation theory of Merilee S. Grindle. The results obtained in this study are inclusive education has a good impact on parents who have children with special needs.

Furthermore, research conducted by Sugianto (2015) with the title "Implementation of Inclusive Education Policies in Plaosan State Elementary Schools and Corner State Elementary Schools, Special Region of Yogyakarta". This research was conducted in Yogyakarta in 2015. The approach taken by the researcher used a qualitative descriptive approach using the implementation theory of Merilee S. Grindle. The researcher found that the school had implemented inclusive education and followed the regulations from the Education Office. The school has also run the program, but it is still far from what is expected because there are still programs that are not running well. The factors that support the implementation of inclusive education come from the Yogyakarta Special Region Youth and Sports Education Office by holding special workshops for schools involved in the implementation of inclusive education.

Based on the conditions described previously, the purpose of this study is to analyze the implementation of inclusive education policies and describe the obstacles faced in implementing inclusive education in Metro City. The Metro City government should be serious in carrying out this policy if it wants to realize the vision of developing an educated Metro City.

METHODS

Judging from the type of data, the research approach used in this study is a qualitative approach. The qualitative approach is intended to be carried out by in-depth analysis of the research disclosed. Data collection techniques using observation instruments, interviews, and documents related to the required data. Research informants were selected by purposive sampling which based the selection of information on subjects who mastered the problem, had data, and were willing to provide data. The informants in this study were 6 people from the Metro City Education and Culture Office, 2 people from the UPT Autism Service Center (UPT PLA), and 4 people from several schools that were used as research sites. According to Miles and Huberman (1992) that the data analysis in qualitative research is divided into three stages, namely data codification, data presentation, and conclusion drawing/verification. Therefore, in this study, the data reduction process was carried out as a process of codification, data presentation and verification or checking of basic validity. Therefore, in this study, the following stages were carried out:

- 1) Data Reduction. Is carried out from field data set forth in a complete report where the field report data is then reduced, summarized and then sorted into the main things, focused on selecting the most important ones then looking for themes or patterns and data reduction is carried out continuously throughout the research process. At this

stage, after the data has been sorted and then simplified, the data that is not needed is sorted so that it can be presented later in appearance, presentation, and to draw temporary conclusions.

- 2) Data Presentation. The presentation of the data is intended to make it easier for researchers to be able to see the overall picture or certain parts of the research data. This is a strategy of providing data in a certain form so that the type of figure looks more complete. The data are then sorted and presented to be sorted according to their groups and arranged according to similar categories for display to align with the problems faced or encountered, including temporary conclusions obtained at the time of reduction.
- 3) Data Validity Check. As a follow-up to the research, it is necessary to test the data, namely the data validity test, there are four techniques for testing the validity of the data, but the researcher only uses the credibility test. The credibility test is a criterion for assessing the truth of the data and information collected in the field, meaning that research results must be reliable and verified.
- 4) Data verification and conclusion drawing. The verification step carried out by the researcher is still open to receiving data input, even though the data is data that is classified as meaningless. However, researchers at this stage have decided between data that has meaning and data that is not needed or not meaningful, the data that is processed in further analysis is valid, weighty and strong. Meanwhile, other data that are not supportive, weak and deviate far from the habit must be separated.

Any data obtained using one or more methods, researchers are expected to obtain information that can be used to support the achievement of research objectives. Drawing conclusions from qualitative research is expected to be new findings that have never existed, these findings can be in the form of a description of an object so that it becomes clear.

RESULT AND DISCUSSION

The researcher uses the public policy theory of Mazmanian and Sabatier, where there are three variables that influence the success of policy implementation, including: 1) problem characteristics, 2) policy characteristics, and 3) environmental variables.

A. Problem Characteristics

1. Education Accessibility

The problem with the accessibility of education for children with special needs in Metro City is that there are still many general or regular schools that are not willing to accept children with special needs in these schools, even though it is clear in Metro City Regional Regulation Number 19 of 2016 in Chapter V regarding the obligation to implement inclusive education every year. sub-district, the local government appoints at least 1 (one) elementary school and 1 (one) junior high school. Furthermore, educational

units other than those appointed by the regional government may accept students with special needs.

This factor is due to a lack of understanding, especially in public schools which still do not know the rules of inclusive policies so that many think that schools that are not designated as inclusive schools are not authorized and are not responsible for children with special needs, then the school authority does not want and is not willing to accept children with special needs at their schools, which then suggests that the child registers at a school that has been designated as an inclusive school even though the school is outside the domicile of the sub-district.

Another problem with the accessibility of education for children with special needs is participating in championships or competitions at school. The problem that the researchers encountered was that basically the school did welcome every child who had the ability and talent to take part in competitions or championships at school, but the school itself was still afraid if there was a risk from children with these needs due to the abnormalities and limitations they had, as well as the school that still underestimate children with special needs who do not have more talent and ability to take part in competitions or championships at school. These problems are research facts that the researchers found when they went into the field, where the researchers categorized these problems as problems with the accessibility of children with special needs in getting education.

Although there are several inhibiting factors in the implementation of inclusive education. The Metro City Government continues to strive to provide opportunities for children's growth and development, especially for children with autism through institutions provided by the Metro City Education and Culture Office through the Metro City Integrated Regional Service Unit (UPTD) Autism Service Center (PLA).

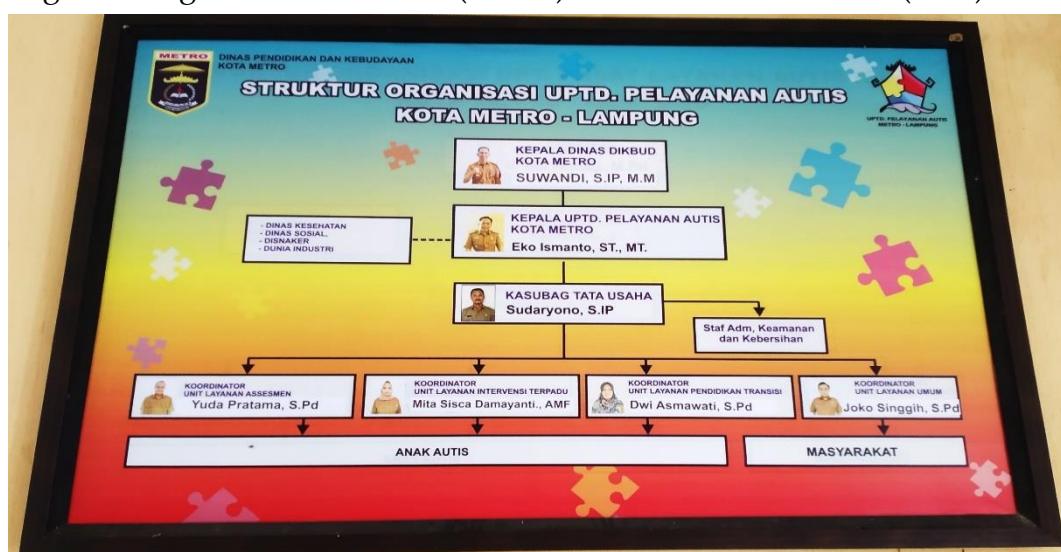


Figure 1. UPTD Organizational Structure Metro City Autism Service Center.

Source: UPTD Metro City Autism Service Center, 2022.

Apart from being a therapy center, the Metro City Autism Service Center can also provide services in the form of assessment, integrated intervention, and transitional education for children with autism with a service period of 8 (eight) months who have been successful in providing therapy to autistic children. This success is in the form of children who can go to formal school together with other normal children.

2) Human Resources (HR) Organizer

The problem that the researchers encountered related to HR in the implementation of inclusive education in Metro City was the lack of special supervisory teachers, especially in state inclusive schools, even though the smooth implementation of this inclusive education system greatly affected the ability of the special supervisor teachers tasked with assisting children with special needs in the learning process in Indonesia. school. The factor of the lack of special supervisory teachers in inclusive schools is the lack of attention from the Metro City government to assist schools in providing special supervisor teachers, especially in inclusive schools. Whereas in Permendiknas No. 70 of 2009 Article 6 paragraph (2) states that the district/city government guarantees the availability of inclusive education resources in educational units that are appointed, and paragraph (3), namely the Government and the provincial government to assist the availability of inclusive education resources. As well as in the Metro City Regional Regulation Number 19 of 2016 in article 16 paragraph (1), namely the Regional Government coordinates the planning, procurement, and development of educators and education personnel to assist schools providing inclusive education. Then in paragraph (2) the Regional Government assists in the provision of special supervisors for educational units providing inclusive education that require them in accordance with their authority.

3) Standardization of Facilities and Infrastructure

The facilities and infrastructure at inclusive schools in Metro City are still not supportive for children with special needs, especially in the learning process at school. The factors that cause this is the unpreparedness of schools in providing inclusive education, but they must provide inclusive education by accepting children with special needs in their schools because it has been determined by the Metro City Government to be an inclusive school. Another factor is the absence of assistance in the form of funds for inclusive schools from the city government regarding the provision of facilities and infrastructure for children with special needs at the school. The facilities and infrastructure found in inclusive schools are currently still in the form of public facilities and infrastructure like regular schools in general, there are no special facilities and infrastructure.

Therefore, the problem with facilities and infrastructure is still one thing that all inclusive schools in Metro City always complain about. In fact, if the problems related to

facilities and infrastructure in inclusive schools are not followed up immediately by the government, then at any time the implementation of inclusive education policies cannot achieve the success of inclusive education policies in accordance with the objectives stated in Permendiknas No. 70 of 2009 in Article 2 which states that inclusive education aims to provide the widest opportunity for all students who have physical, emotional, mental and social disabilities or have the potential for intelligence and/or special talents to obtain quality education in accordance with needs, abilities and human rights.

B. Policy Characteristics

1) Clarity and Consistency Against Regulations

The clearer and more detailed a policy will be, the easier it will be to implement because it is easier for implementers to understand and translate it into real action. On the other hand, the ambiguity of policy content is a potential for distortion in policy implementation (Subasono 2015:97). Clarity and consistency of rules regarding inclusive education policies in implementing agencies is important to be able to know the duties, principals, and functions of each party in the implementation of inclusive education, especially in the Metro City area. The problem related to this, which the researchers encountered was that each party, especially all elements of the government, still did not know clearly the main tasks and functions related to inclusive education policies held in Metro City. The lack of clarity in this case causes certain parties to feel that they are not authorized and responsible for the implementation of inclusive education, while the efforts made related to the implementation of inclusive education are mandates and orders from the Metro City Government, meaning that there is still low awareness of the city government to try to achieve the success of the education implementation process. inclusive in Metro City.

2) Amount of Budget

The amount of the budget in the process of implementing a policy, in this case the inclusive education policy is one of the most important things to achieve the success of a policy implementation process (Subasono 2015:97). Researchers can see whether or not the budget allocated for the implementation of inclusive education in Metro City is in terms of the assistance provided. If the government is consistent in providing assistance to inclusive schools, it can be said that the government provides a sizeable budget for inclusive education policies. The problem that the researchers encountered related to this was the absence of a special budget given by the Metro City Government to inclusive education providers. Even though the inclusive schools themselves, be they principals, teachers, especially students with special needs, rely heavily on assistance from the government so that the process of implementing inclusive education can run well.

3) Inter-Institutional Linkage and Support

The existence of linkages and support between various policy implementing institutions is something that greatly affects the success of the implementation process (Subasono 2015:97). The problem related to this is the lack of linkage between the city government and the organizers of inclusive education. Meanwhile, the support provided by various institutions related to the implementation of inclusive education is also considered less effective, because the training and guidance on inclusive education that has been provided so far have not been carried out routinely. Inclusive education is very rarely held in inclusive schools in the Metro City area.

C. Environmental Variables

1) Social Aspect

Children with special needs are still a social problem that needs attention from the government to be handled, in this case the rights of children with special needs in the field of education. Because if children with special needs do not get an education according to their age, then the next generation of the Indonesian nation will increasingly experience backwardness and backwardness in the future. Problems related to this occur in Metro City, where the government needs to provide justice and welfare for people with disabilities including children with special needs in getting guidance and education so that they can live independently and can be separated from dependence on the people around them. If they are left to live with dependence due to powerlessness over their limitations and shortcomings, then this can become a growing social problem.

2) Cultural Aspect

The culture that grows in society and the government in this case is to regard children with special needs as a minority group whose existence does not need to be considered. In fact, if the government together with the community can help them in honing and developing their talents and abilities, this can be a positive value for the Indonesian nation and become a matter of pride if they can become successful human beings, because behind the shortcomings of an individual there must be advantages that owned.

3) Economic Aspect

The economic aspect is very influential on children with special needs in fulfilling their right to education. With the fact that many schools are not willing to accept children with special needs, children from low-income families face these problems, the result is that they cannot go to school because the parents of the children with special needs are not economically able to send their children to inclusive or secondary schools. Private Special School.

CONCLUSION

The implementation of inclusive education policies in Metro City has not been carried out optimally because there are still many obstacles and obstacles faced. In the theory of policy implementation according to Mazmanian and Sabatier, there are three variables that influence policy implementation, namely problem characteristics, policy characteristics, and environmental variables.

The first variable, from the aspect of education accessibility, there are still many schools that do not want to accept children with special needs because of their unpreparedness in providing inclusive education. There are still many policy implementers who think that the implementation of inclusive education is not the authority and responsibility of all parties, but only the authority and responsibility of the city government. Then from the aspect of standardization of facilities and infrastructure in inclusive schools, they are still general in nature, meaning that the existing facilities and infrastructure at inclusive schools in Metro City have not been able to support children with special needs, especially in the learning process. However, there are still efforts from the Metro City Government by providing a special institution under the auspices of the Metro City Education and Culture Office for therapy for the growth and development of children with autism.

The second variable, from the aspect of linkage and support between various policy implementing institutions, looks not good enough due to the lack of clarity and consistency of existing rules in the implementing agency for inclusive education policies, ultimately causing the government do not clearly know the main tasks and functions of each related party. inclusive education policy. The absence of a special budget for inclusive education is also an obstacle to the success of the policy.

The third variable, from the social aspect, is that the city government has not fully paid attention to justice for children with special needs, especially in the field of education. The cultural aspect is that there is still a culture in considering children with special needs as a minority group whose existence does not need to be considered. Then the last is the economic aspect which is the most influential aspect, because parents of having children with special needs are not economically able to send their children to school.

Suggestions as well as future implications, for the Metro City Government and related agencies to carry out the mandate of the laws that have been set, and implement the Regional Regulations regarding the implementation of inclusive education that have been made if you want to realize the Vision of an educated Metro City, because education is the right of all nations.

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