

## **The Model of Inclusive Education Policy Based on Friendly School to Realize the Children Comfort City**

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**Abstract:** This research was related to policy research with a qualitative descriptive approach. The information and social situation were natural. The researcher tried to describe the implementation of the policy on Junior High School which provided the inclusive services in Pacitan, East Java/ Jawa Timur province, Indonesia viewed from the input, the outcome and the impacts of the implementation of the inclusive education system by school based children-friendly toward the town of Pacitan as the eligible children city. The problem faced by the school was the plan of the policy could not be implemented by teachers and stakeholders effectively. The case made the researcher conducted this research. The study was designed to adapt the model of policy implementation adapted from Mazmanian and Sabatier in 1983. The techniques of collecting data were through observation, interview and documentation. The data validity as the credibility was tested by way of extension of observation, improved persistence and triangulation of sources and techniques. The data analysis techniques were adapted from Miles and Huberman in 1994, namely data reduction, data display and conclusion or verification. The results showed that the characteristics of issues related to human resources, curriculum, facilities and funding. The support in the form of regulations was already exist but quality assurance has not been arranged effectively, Inclusive schools held still as a sample or an introduction, yet as the flagship program, There was a positive impact on the development of affective regular student and the student crew. Thus, it was necessary strategic steps in preparing the children-friendly inclusive schools based on regular schools with socio-cultural-based participatory approach.

**Key words:** The policy of inclusive education, children friendly schools, children-friendly city, regular, Indonesia

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### **INTRODUCTION**

Indonesia was one of the countries that put education in an important position. It was indicated in the Act of 1945 which expressly stated that every citizen had the right to be educated. This statement implies that the state must guarantee education for every citizen. Since, the Independence Day in 1945, the questions which always become a chore for state officials were the citizens being able to get independent completely. They were the freedom of life in getting security, education, health, social and others.

Independence in the field of education means that every citizen should be free from ignorance and free of violence. The constitution of the Republic of Indonesia in 1945, Chapter XIII of the Education and Culture after amendment, Article 28C Paragraph 1 states "Everyone has the right to develop themselves through the fulfillment of basic needs, is entitled to education and to benefit from science and technology, art and culture, in order to improve the quality of life and for the welfare of

mankind." Article 31 paragraph 1 stated "Every citizen was reserved the right of education. "The basic right was as the logical result of the Pancasila ideology in Indonesian. Article 3, paragraph 2 stated "Every citizen is obliged to follow basic education and the government should finance it". Furthermore, Article 31 Paragraph 3 stated "The government shall manage and organize a national education system. In the formal judicial, it was clear the rules that ensure the right of education for every Indonesia citizen. Prohibiting children to get education, the highest legal violation in Indonesia and there were some sanctions. In line with the 1945 Constitution obliges that the government should finance educational activities, ie at least 20% of the state budget and from each of provinces and districts of the city budget (Article 31 paragraph 4 of the 1945 Constitution). The fact, the efforts to provide education services could not be accessed equally by people with various obstacles. Based on the data from the Department of Education of East Java province, there were internal problems of the basic education, namely:

- The high repetition rate of SD / MI (2.56%) or as many as 103 883 students
- Having yet of the administrative personnel in SD/ MI,
- It was found some teachers had not the competence yet to teach a minimum of (D4/S1)
- The distribution of teachers had not been evenly distributed between urban and rural areas
- The teachers' welfare had not been adequate
- The not optimal community participation in education
- The lack of educational facilities
- The still low level of mastery of IT and multimedia
- The management of education is not in accordance with the demands of the development and the needs of the community. While the external problems are
- The geographical conditions
- The cultural and socioeconomic population
- The affordability heterogeneous transport and communications
- The educational paradigm which unequal among the regions heterogeneities impact on the policy-making and the allocation of funds for education

Furthermore, the factual conditions that should be concerned were the problem of Special Education (SE). In 2008, there were children with special needs (ABK/CSN) and there were 2,320 pre-educated ABK (The special needs) children. The special school (SLB) was scattered in the capital districts, so the poor in the remote or rural areas did not have an access to the school. In some institutions of SLB were still having a shortage of teachers, especially the subjects teachers and the teachers in the levels of SMPLB and SMALB.

To improve the quality of education, it was already done the management of education through the implementation of School-Based Management (SBM). It was implemented through the Adiwiyata School model, the inclusive schools, the children eligible school, the comfort city of children, the healthy school. The Mutual Agreements of 4 Ministers were the Minister of Health, the Minister of Home Affairs, the Minister of National Education and the Minister of Religion, consisted the comfortable schools in it. The safe schools, the disaster preparedness schools and some curriculum models were cared to the children learning resources.

Related to the special education, according to the information of the head of Education Office of East Java/ Jawa Timur Province, Indonesia, Saiful Rahman, the numbers of the disabilities students in some inclusive schools in the province of East Java/ Jawa Timur,

Indonesia was increased in 2015. The learners of inclusive schools in 2014 were 7,426 people and 8,106 people in 2015. It was related to the increasing of inclusion institutions with 1,308 institutions in 2014 and to be 1,892 institutions in 2015. Moreover in the remote, outlying and frontier areas, related to the data, there were not all of disabilities children had had education. It was caused by the barriers of the disability children and the schools and the lack of education understanding by their parents. In addition, it should be understood the importance of the education for the disabilities children, by the policy makers as well as the public schools and other institutions. There were still some regular schools which not accepted disabilities children or the children with special needs and also some educators was not trained in served the ABK students ([www.surabaya.tribunnews.com](http://www.surabaya.tribunnews.com)).

Nuryanto, the representative from East Java/ Jawa Timur Provincial Educational Department, said that the growth of inclusive education in East Java is quite rapidly since the last of four years. At the time, the East Java/ Jawa Timur Governor Regulation, No. 6 of 2011 on the Implementation of the inclusive education was published, the numbers of the inclusive schools in East Java started from elementary schools level, junior high schools and until the high schools had reached 116 institutions. But the year of 2015, the numbers of inclusive schools were 1,286 institutions. "So there were 1,170 new inclusive education institutions that grew since the last four years (<http://www.beritametro.co.id/>).

The data was supported by a social phenomenon that occurred in the Pacitan Regency, of Jawa Timur, Indonesia. Pacitan was located in the province of East Java/ Jawa Timur, Indonesia it had a problem namely did not have inclusive schools yet. The educational facilities for ABK children of the children with special needs in Pacitan were still needed an attention. From the 12 districts, there were only three educational centers for those with special needs students. Despite the inclusive schools were rare found in Pacitan, but it did not mean that the local government did not pay attention on it. In addition, due to the budget amount, a school for children with special needs also require special teachers. During this time the local government through the local budget funds earmarked a budget of Rp.35 million for the education of children with special needs (Pacitan Regency Education Office, [www.pacitankab.go.id](http://www.pacitankab.go.id)).

The implementation of inclusive schools in Pacitan is one of the efforts in the development of education in order to realize the Pacitan as the city which eligible to

children (KLA). Since 2012, Pacitan prepared to be the city which eligible for children. However, by 2015, Pacitan reached the muda-category of the five levels of KLA criteria. The five levels were the KLA-Pratama, KLA-Muda, KLA-Madya, KLA-Nindya and KLA-Utama. The local government had targeted the madya-category of KLA in 2016 after the development of programs related to the protection and fulfillment of the children rights. (Www.radarmadiun.co.id/).

The facts above indicated some education problems. The local problems would have an effect to the regional and national issues. The equity of the access and quality of education, both formal and non-formal or public and special educations would be a critical success factor of the national development. It was important to be explored that each region had heterogeneity characteristics and problems in education, such as; the geography and economics. Especially, regarding to the inclusive education or the education for the children with special needs (ABK) in Pacitan was still little mentioned and studied. Thus, it was important to analyze the policy implementation to support Pacitan Regency as the City of Eligible Children via the Children Friendly Schools.

#### **Litature review**

**The definition of education policy:** Educational policy is based on ideas about human nature, about justice and about the purposes of education. These ideas are often not clearly articulated and can sometimes be hard to find behind the political rhetoric of pragmatism and the search for 'what works', as if policy-making were a neutral exercise like fixing a broken engine. But education is at least partly about the overall aims that society has for itself and how these aims are realised in practice (Winch and Gingell, 2005). Stein (2004) notes that as demonstrated, the culture of policy permeates every level of policy authorization, interpretation and implementation. at the school level, we need to reconceptualize this problem as one of effective instruction, as one centered on figuring out how students learn and as one focused on determining how teachers should teach so that their instructional practice meets the diverse needs of individual learners.

Education policy was not only the central issues that each moment could be discussed based on the phenomenological observation. However, the implementation of the education policy could be measured and achieved in accordance with its objectives. So, the makers, the organizers, the supervisors and the policy analysts should have an interpretation and same opinions to be realized in the practice of educational institutions and society.

The success of the decentralization of education was determined by the level of readiness of macro capacity, institutions, resources and partnerships. the capacity of the resources included human resources, resources of money, equipment, supplies and materials. The capacity of the partnership needs to be based on awareness and the development of integrated education efforts should be made between the family, school and community (Rohman and Wiyono, 2010).

The case studies in Indonesia, the Indonesian education programs run by state officials together with the community based on the rules and policies. Its function was to make the education program that had been planned could be implemented in accordance with the goals and objectives that had been set. The concept, the implementation and the evaluation of the policies were related to education as a single unit to be assessed on an ongoing basis in order to find the best formula. A concept of policy would theoretically be meaningful if the practical level could be implemented efficiently and effectively. Thus, the indicators of success in implemented an educational policy were important to be regularly reviewed in order to support the improvement and enhancement of the human resources.

Thus, the formulation and implementation of such policies by the government was capable of addressing other socio-economic problems existing in the state. Also, the evaluation of such policies to ascertain if they have been able to achieve the objectives for which they were designed and formulated is another critical step of improving policy making process (Ikelegbe, 1996). It was meant that the born of the policy hoped giving good impacts in social economic, than the political effects. But, in some cases the report of the educational policy in Indonesia was formalistically. It was meant that the measurement of the goals related to the finance reports only. As Nwagboso (2012) noted, "The failures of most well-conceived public Policies particularly in the third world is rooted in the negligence of policy makers concerning the import of evaluation to the success and efficacy improvement of policy making process. That the target groups who serve as the beneficiaries of particular public projects are not consulted before, during and after the formulation of certain policies in the third world, is a clear manifestation of policy mis-direction by poorly informed policy makers who assumed public offices via the dastardly practices hitherto referred to as "political patronage" and "godfathersim" in the third world".

It can be concluded that the basic of an education policy was a legal concept which was underlying the enactment of a rule in the field of education in order to

create a harmony between the situation needs and the conditions in the educational processes. Education was a very important area and it was majored to be developed. Everyone was entitled to get education. As the consequence, the government was required to set it in the form of policy. Many things or forms were logically and theoretically would be done by the government to increase the learning participants. Related to the commitment of the government, it was expected that the citizens would get the equitable chance to get education.

### **The inclusive education policy overview**

**The definition and the legal foundation:** One of the government's policies of the Republic of Indonesia in the field of education was equitable learning opportunities for children with special needs, hereinafter referred as the inclusive education. The legal frameworks included the United Nations Convention on the Rights of the Child in 1989, The declaration on Education for All in 1990 in Thailand, The agreement on Inclusive Education in Salamanka in 1994, The Law No. 4 of 1997 on Persons with Disabilities, The Law No. 23 of 2003 on the Protection of the Rights of Children, The Government Regulation No. 19 of 2004 on National Education Standards, The Bandung Declaration in 2004 on Toward Inclusive Education.

Stainback and Stainback stated that the inclusive school was a school that caters to all students in the same class. This school provided viable and challenged education programs. Moreover, the inclusion school was also a place that every child could be accepted, to be part of that class and to help each others as community members, so that their individual needs could be met

In democracy country, education was a priority agenda, so that people could feel well-being. This was an effort to enable every human being to develop her potential to grow into a formidable human. Children with special needs by Heward were the children with special characteristics that differ from the majority of children without always be pointed to the inability of mental, emotional or physical. Some of the disabilities were: visual impairment, hearing impairment, mental retardation, physical disabilities, tunalaras, learning difficulties, behavioral disorders, hyper-active children and children with health problems. Another term for children with special needs was uncommonly children and children with disabilities. Due to the characteristics owned, the ABK students required special education services that were tailored to their abilities and potential, for example, the visually impaired persons would read using Braille words and the hearing impairments people would communicate using sign languages.

Heward's opinion about children with special needs was defined and written on a law of Indonesia. According to the article 15 of Law No. 20 of 2003 on National Education System, that kind of education for special needs Kids were a special education. Article 32 (1) of Law No. 20 of 2003 limited the special education on education for learners who had difficulties in followed the learning processes because of their physical, emotional, mental, social and potential intelligence or their special talents. The technical education types of special education for students with disabilities or students who had uncommon intelligence could be organized inclusively or by special education unit at the level of primary and secondary education. So, the only special education was only in primary and secondary education levels and for the higher education levels, the special education mention was not available yet.

The Government Regulation No. 17 of 2010, Article 129 Paragraph 3 Stipulated that learners with disabilities consists of students who are blind, deaf, mute, retarded, quadriplegic, tunalaras, learning disabilities, slow learner, autism, impaired motoric, the victims of substance abuse, drug and other addictive substances and had other abnormalities.

Article 130 (1) PP 17 of 2010 explained that special education for students with disabilities can be held on all lines and types of education at primary and secondary levels of education. (2) The special education could be done through special education units, units of public education, vocational education units and/or religious education units. Article 133, paragraph (4) provided special education units' provision. It could be implemented in an integrated manner of education levels and/or many kinds of abnormalities.

There were still many children with special needs who had not obtained their rights to education. The case was caused by: the socio-economic condition of the parents who lack of support; the distance between home and the special school (SLB) was far enough and the public schools (the elementary, the junior and the high schools or vocational school) did not want to accept children with special needs to study together with the normal children.

**The principle of its implementation:** There were similarities between the concept of Heward and the Law and the Regulation of Republic of Indonesia about having their special education services for the students who had special characteristics. In line with this statement, according to Schaik (2000) the teacher had to have sufficient knowledge of the implications which each type of disability has for a particular child's learning and growth towards adulthood in order to teach these children

adequately.” The most difficult part faced by regular class teachers is that they are not trained in the field of special needs education; hence they do not possess the knowledge bases to help students with disabilities in their classes. It could therefore mean that these students are neglected in the regular classes, though not by commission but by omission. When students with disabilities were placed in inclusive settings their teachers were unlikely to alter their whole-group instructional strategies in favor of specific individualized adaptations. It meant that teachers do their planning in advance. They go to the classes they would implement as the first planning than the effort to accommodate the needs of all the students.

The findings of Choate (2004), “survey studies indicate that general classroom teachers who express negative views towards inclusion often feel ill repared and unsupported in that effort and not all administrators had been adequately prepared to support inclusive practices.” It could be argued that if the attitude, the perception, or the understanding of teacher is negative, the desire to help is certainly not there. It noted that a teacher must be knowledgeable of the different forms of disabilities in order to properly diagnose the challenges faced by the students and later on offer the right treatment to those challenges. This need of capacity developed to enhance the teachers’ ability to handle students with learning disabilities in their classes.

Hallahan *et al.* (2009) also suggested that teachers should use instructional methods to strengthen and compensate for deficits in perception, comprehension memory and retrieval. The requirement here was for the teacher to make use of all the child’s senses in their mastery of concepts. Students should be able to explore the world in their quest for knowledge, used their tactile senses, auditory, visual and others to the optimum. They should not be confined to the four classroom walls for the whole day. Rather, they must be able to use their environment as the best learning platform for most of their curriculum content. This helped a lot in empowering and indeed in the learning of the student with learning disabilities.

According to Amadino (2009), “One of the main challenges for the countries in the region was the appreciable gap between the stated principles and vision on one side and the actual practices of inclusive education, on the other. Thus, there was an urgent need to ensure that policies and strategies translate into concrete actions aimed at changing the institutional practices and pedagogical approaches in the school and the classroom”.

Generally, referred to the opinions above, on a practical level in the classroom, a special education serviced for the disabilities students need a role of teachers in terms of educational teaching skills, the personality skills and the social competence. The teachers deal with the students who had different cognitive, mental and psychomotor from regular learners. The negative effects occurred the institutions, teachers, students, parents and the public if the teachers did not able to meet the needs of the learners with the special needs. In connection with these conditions, Ahmed and Mullick (2014) suggested about the contextual strategy in providing special education services.

Continued discrimination towards and exclusion of, children with special needs, combined with the high dropout rate of students from socio-economically disadvantaged backgrounds, created considerable pressure on the Inclusive Education (IE) reformed initiatives of developing countries. To minimize the challenges to implementing IE reformed policies into classroom level practices, education systems needed to apply strategies which were contextually useful.

As a comparison, the implementation of the inclusive policies in West Java began with the Trial Program with three models of development. According to Capung the first model was the regular schools in which there was a slow learner and the children who had learning difficulties. Model II, the services for children with special needs who had ever studied in special schools or SLB in a certain time and then they were put into public schools with special guidance of a counselor. Model III, the regular schools that explicitly stated would accept children with special needs. The existence of students with special needs could be found in regular schools. The school was called as inclusive schools. Inclusive schools were prepared selected regular schools through the selection. The regular schools which had a good readiness of principals, teachers, parents, students, administrators and school community were the selected schools. The steps in preparing a model of inclusive at the regular schools were:

- Mapped of schools: elementary schools, junior high schools, senior high schools, vocational schools, one school for every district
- The information through some meetings such as; workshop, training, etc
- Informed the society through new admissions
- provided assistance to the pilot schools, such as; a construction of special building
- The assignment to the special advisors or teachers

According to Amuda the parties which were concerned and responsible in assisting the implementation of the inclusive policies, were: Visit teachers, the teacher was assigned to provide an assistance and cooperation to the public teachers. The visit teachers could be a consultant for the public teachers, parents or community; the schools were as outreach in developing capacity of a special school, the role of SLB or special school become the home base for the teachers who will work with the colleagues teachers in elementary schools, junior high schools, senior high schools or higher educations The Department of Education from the district level until the central level. The visit teacher, the special schools or SLB and the Department of Education were the important components in the success of the inclusive program. They helped the regular schools to facilitate the availability of the special needs children in the regular schools.

### **Children friendly schools**

**The definition and the legal basis:** The children friendly school hereinafter abbreviated as SRA was a unit of formal education, non-formal and informal safe which were clean, healthy, caring and civilized environment, able to guarantee, respected children's rights and the protection of children from violence, discrimination and mistreatment and supported the participation of children, especially in planning, policy, learning, monitoring and complaint mechanisms related to the fulfillment of the rights and the protection of children in education (the Regulation of the Minister of Women's Empowerment and children protection of the Republic of Indonesia, No. 8 of 2014 on children friendly Schools Policy). It had been suggested that the Children Friendly School was a school that consciously seeking to ensure and fulfilling the rights of children in every aspect of life in a plan and responsible. Schools made sure that there was no discrimination in it because every child has the right of life. They could grow, develop and participate fairly in accordance with dignity of humanity, as well as the protection from violence and discrimination. The schools should provide opportunities for children to develop their potential without fear of violence or humiliation. The students were involved in educational and social activities in order to encourage the growth and development of the children naturally.

The legal basis of the implementation of the Children Friendly School included (1) The Law No. 23 of 2002 Article 4 on the protection of children, "that the children had the right to live, grow, develop and participate fairly in accordance with the dignity of humanity, as well as protection from violence and discrimination. It is the right to argue and listen of something topics." (2) The Law No. 20 of 2003 Article 1 on National Education System, "The

Rights of Children Education was a conscious and deliberate efforts to create an atmosphere of learning and the learning process, so that the learners in the children age could be actively developing the potential for him to have the spiritual power of religion, self-control, personality, intelligence, character and skills to live in the community of nations or states".

Noted to the above definition, it could be interpreted that the children friendly school policy was motivated by some violence experiences by some students. In Indonesia, there were some schools that practiced the program or regulation of children friendly school. There were found some news about violence of children in some schools, the physical violence the psychological violence, or even the sexual harassment. Schools were as a miniature society. They should provide the children-friendly facilities. Furthermore, the Children Friendly School policy could be the legal basis for the implementation of the welfare for children.

**The principles and the aspects of implementation:** The fulfillment of children's rights in education excellently in education was serviced by the government, private and public institutions. Excellent services in education were:

- The availability of the educational services which were equally distributed across the archipelago
- The affordability of the educational services were affordable by all levels of society
- The quality and relevance of education services should be qualified and relevant to the needs of society, business and industry
- The equality of educational services for Indonesian citizens in obtaining the good quality of education; and
- Certainty or assuredness, the educational services were to ensure a certainty for Indonesian citizens to be educated and adapted to the demands of the society, the business world and the world of industry ([www.sekolahramahanak.com/](http://www.sekolahramahanak.com/))

Related to Amadino (2009), there was a point that the policies and strategies of inclusive education should be oriented towards the practices in educational institutions with pedagogical approaches. In general, the main principle of children-friendly schools was the children had a right to be able to live, to grow, to develop and to participate fairly in accordance with the dignity of humanity as well as the protection from violence and discrimination. The schools should ensure that there was no discrimination interest. It should respect the right to

**Table 1: The active role of the supporting elements of the children-friendly schools**

Scope	Description
Family	As the main and first education center for children. Had a function in economic protection and provided more space for creative expression.
School	Served the needs of the students, especially in education aspects. Cared the children before and after their study. Cared for health, nutrition and helped to learn about healthy living. Respected the children's rights and gender equality.
Communities	As a motivator, facilitator and child-minders. As a community and a place of education after the children's family. Worked with the school as the stakeholders of the outcome of the school

<http://smpitusatunhasanah.sch.id/>

life to every child to receive an appropriate award. Schools were required to be able to present itself as a medium, not just a fun place for children to learn. The children's world's was "playing". In the playing processes, the children learned and worked something. The school was as a place to play which introduced good competition in a teaching-learning process. Schools should create a space for children to talk about their school (Act No. 23 of 2002).

In this regard, the efforts to establish the Children Friendly Schools need to be supported by various stakeholders, including the families and the communities as the nearby children education center. The environment supported, protected and gave a sense of security and comfort for children to greatly assist them in searching for their identity.

Based on the Table 1, the roles of teachers in schools became a central point to create the children-friendly schools. However, in many cases, teachers often had difficulty to manage the teaching and learning processes in the regular classroom, moreover, in the inclusive school Nkonyane and Hove (2014).

There were numerous challenges that were faced by the regular class teachers in the public schools. The research findings showed that most regular class teachers did not have enough time to interact extensively with their students. This emanates from the fact that the teachers have limited time during the school day to interact with their students because of the current system of the subject teacher. This system works well at secondary level where the students were better matured to independently work on some tasks. At primary levels, most students were still at their formative stages of development, meaning they would need to have one class teacher for the whole day, teaching them all the learning areas and whom the children could confide in. Because of the 'subject teacher' system, most regular class teachers do not find more time to revisit those students with learning disabilities and help them in areas of need. As such, the students were not given more time to complete their tasks as should be the case. The four key areas identified by the research findings were as follows:

- Fulltime class teachers as opposed to subject teachers
- Class sizes
- Teacher training
- Support services

The implementation of the inclusive education is associated with the children-friendly schools, it was meant that the implementation of the inclusive schools should be supported by clear regulations to support the students. The developments of the schools were based on the national and regional potentials, as well as the understanding, the collaboration, the positive responses and the participation of all aspects in it. It is relevant with the implementation of inclusive schools in Finland.

Halinen And Jarvinen (2008) noted, first, the concept of inclusive education was based on the value choices a society makes. Second, for inclusion to work all children should attend school; thus decisions about the distance to schools and about educational expenses should empower all families actually to send their children to school. Third, both locally and nationally, inclusion required a joint would and a common operating culture, one that values participation by all members of society. Fourth, inclusion relied heavily on teachers' positive approaches and high professional skills. Finally, the curriculum should express the basic inclusive values of education and the consensual developed education. It should support the local design and implementation of inclusive instruction. Working on their own schools' curricula could enable teachers to commit to common goals and inclusive operating procedures.

**The children comfort city:** Indonesia had a commitment to build the Indonesia Eligible Children. The efforts were started by the enactment of the Law No. 23 of 2002 on Children Protection. Indonesia also signed the World Fit for Children Declaration (WFC) or the Declaration of Eligible Children World (DLA) on May 10th, 2002 in the UN General Assembly 27th Special on Children (27th United Nations General Assembly Special Session on Children). In 2004, the Indonesia's commitment was

further set forth in the “National Program for Indonesian Children (PNBAI) 2015”. This program serves as a reference for all stakeholders in the development of the welfare and protection to children in Indonesia. There were four key areas in the program (PNBAI), they were; referring to the four focus WFC program, namely the promotion of healthy lives, provided the quality of education, the protection to the exploitation, violence and HIV/AIDS. It was developed a policy of Eligible Children City (KLA), boosted by Government Regulation No. 38 of 2007 on the Division of Government among the Central Government, Provincial Government and the Government of Regency or City or town.

The Ministry of Women’s Empowerment and Children Protection of the Republic of Indonesia (KPP-PA) had pioneered the establishment of the City of Eligible Children (KLA) since 2006 by prepared the rules of its implementation in the provincial and district areas. To be categorized as children-friendly city, it should meet 31 indicators which refer to the five clusters of the CRC. A regency of eligible children was regency that had a development system based on the integration of children's rights and the commitment of the government resources, society and business world. The policy of the Eligible Children Town development (KLA) consisted of the concepts of KLA; the children rights and the KLA development approach (Article 4). KLA Development Policy was implemented based on the principles that include: a good governance, namely; transparency, accountability, participatory, transparency of information and the rule of law, non-discrimination, it did not distinguish the ethnicity, race, religion, gender, language, political opinion, national origin, economic status, physical or psychological condition of the children or other factors. (Article 5). The KLA Development Policy was to fulfill the children’s rights, included the civil rights and freedoms; the family environment and on alternative care; the basic health and the welfare; the education, the use of leisure time and cultural activities; and special protection (Article 6). (the Regulation of the Minister of Women's Empowerment and Children Protection of the Republic of Indonesia, No. 11 of 2011 on Policy Development of District/City as the Eligible Children City).

The indicators of Eligible Children City (KLA) as mentioned in the Minister of Women Empowerment and Children Protection 12 in 2011, Article 11 set the KLA indicators for the education clusters, such as; the use of leisure and cultural activities. It included:

- The numbers of participation of the early childhood education
- The percentage of compulsory education of 12 (twelve) years
- The percentage of children-friendly schools

- The number of schools that had the programs, facilities and infrastructure of children’s traveling to and from the school and
- The facilities to improve students’ creative activities which were accessible to all children. Article 12 describes the KLA indicators for special protection cluster included the percentage of children who require special protection and services

There were 5 categories of KLA in Indonesia, they were; KLA Pratama, KLA Muda, KLA Madya, KLA Nindya and KLA Utama. The implication was every city in Indonesia would certainly try to implement this policy, so that the distribution of the development, especially in the field of education can be felt evenly. However, the variations obstacles in its implementation would be faced by every city because of the problem heterogeneities. Thus, the indicators should be the objective assessments. There were other indicators of consideration, for examples; related to a review on the economic, geographic, social and political potential conflicts and others.

## MATERIALS AND METHODS

**The research design:** This research included to policy research with a qualitative descriptive approach. The researchers did not give special treatment to the subjects of research. The information and social situation were natural. This study described the implementation of the policy. It was viewed from the inputs, the processes and the outcomes. It was seen from the results and impacts of the implementation of the inclusive education in school-based children-friendly schools in Pacitan as the City of Eligible Children. In the analysis will be described The characteristics of the problems in the implementation of the inclusive education-based children-friendly school in the town of Pacitan, The capacity of the implementation of inclusive education-based children-friendly school in the town of Pacitan. The process of the inclusive education-based children-friendly schools implementation in the city of Pacitan, the responsiveness of teachers, parents and local governments in the implementation of the inclusive education-based children-friendly school in the town of Pacitan towards the children-friendly city and The impact of the inclusive education for students. The research design was formulated to adapt the model of policy implementation in Mazmanian and Sabatier as presented in Fig. 1. The research procedures were started:

- Identifying the problem
- Identifying the carrying capacity of regulatory and other variables to the implementation of the inclusion education-based children-friendly school in the town of Pacitan



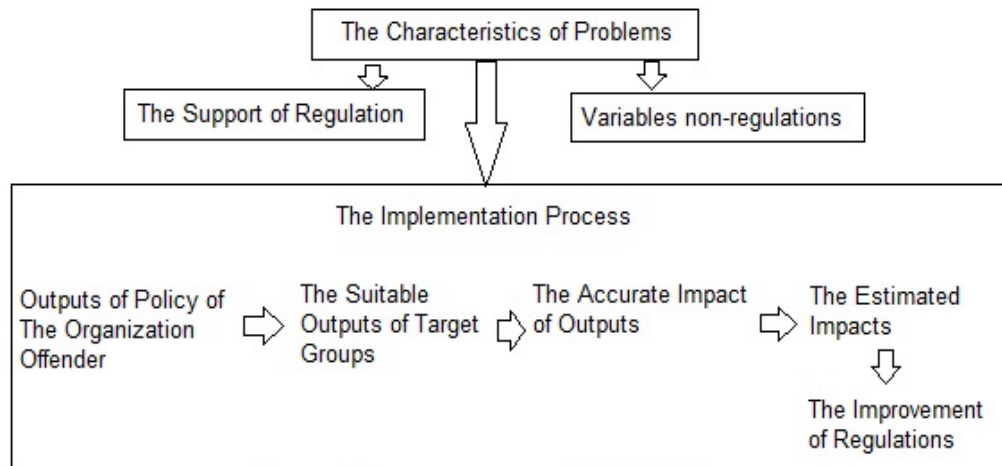


Fig. 1: The implemetation model of policy, accomodated by Mazmanian and Sabatier

- Identifying and explaining the process of the implementation of the inclusive education-based children-friendly school in the town of Pacitan
- Identifying and explaining the outcomes and the impact of the implementation of the inclusive education-based children-friendly school in the town of Pacitan

**Time and place of the research:** This study was conducted over six months, ie September 2015-January 2016. The research was conducted at the Junior High School education which provided inclusion program in Pacitan Regency, East Java/ Jawa Timur Province, Indonesia. Related to the regents' policy, from the 12 sub-districts in Pacitan, each sub-district was appointed a junior high school as the inclusive education organizer. The problems faced by the school were the plan or the policy fomulation which could not be implemented by the teachers and the related people effectively. The impact of these problems made researcher to be interested in conducted the research in SMP Negeri 3 Pacitan as a school with some students with special needs in it. There were 13 students with special needs in the school.

**The research subjects:** The school principal and an assistant teacher were the key informants because they had high authority in performing the functions of an education and the school development. The other informants were the itinerant teachers of the Special School or SLB, the students, the parents and 12 District Education Officers.

**The data, instruments and data collecting techniques:** The researcher used the data collecting techniques through observation, interviews and documentation (Cresswell, 2008). "Human Instrument" was the instrument used for the researcher to take the data. The researchers

used the instruments to collect data such as the interview guidelines, the observation guidelines, the documents and thereports. The data obtained was the main data through the social interaction in which the researcher took them from the field. More detail, the research paradigm was described as Fig. 2.

Based on Fig. 2, the researcher attempted to find the facts, symptoms, social conditions which were related to the implementation of the inclusion education-based children-friendly school in the town of Pacitan, based on the primary data from the informants (the principal, the teacher and some students with special needs in the school) through the interview guides. The secondary data was obtained by observation and ocumentations from the itinerant teachers of the Special School (SLB), the students, the parents and the District Education Officers.

**The test validity:** The test validity was the credibility of the data by way of the extension of the observation, improved the persistence and the triangulation techniques, i.e. cross-checking each respondent and cross checked the data collecting techniques in order to obtain the more valid and credible data.

**The data analysis technique:** The data analysis technique adapted the data analysis technique by Miles and Huberman. It was a technique of data analysis performed interactively and run continuously until to be complete. So, the data was already saturated. The activities of the data analysis in this research were the data reduction, the data display and the conclusion or verification. The components of the data analysis in the interactive model were modified by Miles and Huberman (Fig. 3).

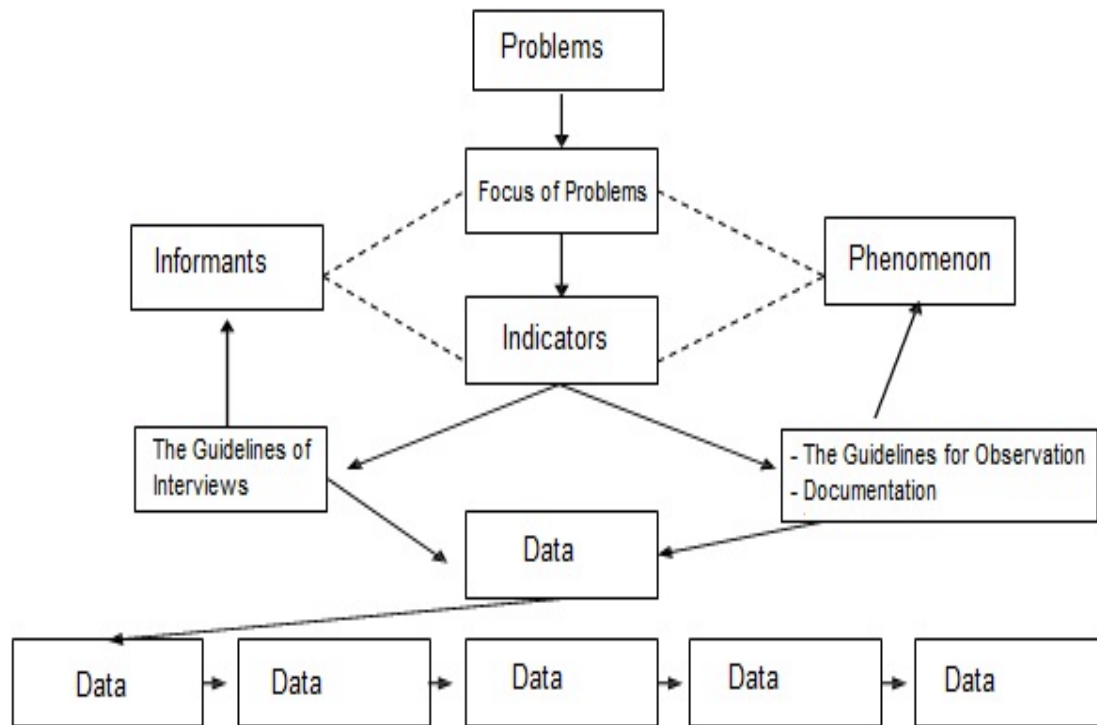


Fig. 2: Flow research

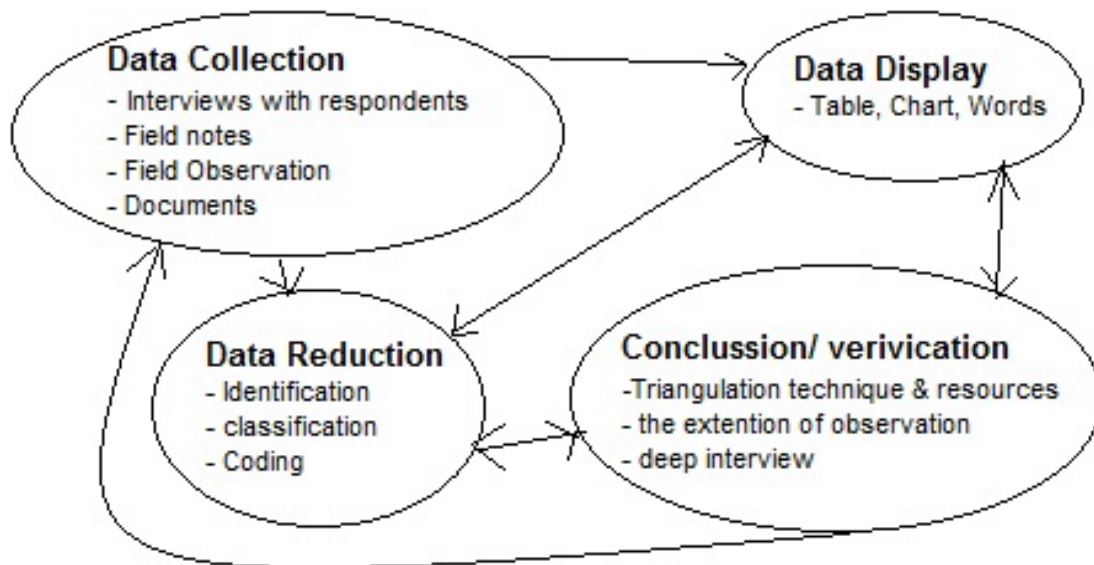


Fig. 3: Data analysis interactive model, Miles and Huberman

## RESULTS AND DISCUSSION

**The characteristics of the problems in the implementation of the inclusive education-based children-friendly school in the town of pacitan:** The inclusive education was declared in the town of Pacitan

since 2013 together with some cities in the province of East Java/Jawa Timur, Indonesia. The children-friendly school in Pacitan was in line with the declaration of the Eligible Children City of Pacitan, since 2012, in order to study the implementation of the inclusive schools in Pacitan. From the 12 sub-districts in Pacitan, there were

Table 2: The characteristics of the problems in the implementation of the inclusive education-based children-friendly school in the town of Pacitan

Category	Problems
Principal	It did not find yet the technical instructions of the program. The lack of understanding and skills of the subject teachers on the concept of the inclusive education implementation. It was no available infrastructure to support the inclusive schools and the children-friendly schools, such as; the laboratory or specialty clinics, the parks and other special spaces. There was no identification of children with special needs related to a special psychological test; the identification was from the parents' reports.
The Guide Teachers	The duty to accompany the inabilities students were divided by the regular students. One guide teacher should be a model for other BK teachers and teachers of other subjects. The unavailability of infrastructure was constraining the special services.
The Visitor Teachers	The large class made the inabilities students got less attention. The majority of people in society still mistakenly provided services to children with special needs and the students with physical disabilities. Many parents were embarrassed and were not ready to send their child or children to the formal school, while the SLB was a limited place to handle the ABK. SLB and formal schools did not provide yet the infrastructure which supported the ABK, such as; the design of stairs, floors, tables, chairs and others. The standard assessment of ABK and regular students were still relatively common. The assessment orientation of ABK students should be not the results but the processes, it towards improving their mental development and not to their cognitive.
The ABK Students	Less of the teachers' attention.
Regular Students	The time to learn was longer in the classroom. The Students of ABK sometimes disturbed the regular students and made the class to be rowdy.
Parents	The school did not yet provide special clinics.
The National Department of Education	The documentation of ABK students had not been identified accurately. The monitoring and coaching to inclusive schools was limited, caused by the human resources and financing. The availability of guide teachers and visitor teachers were limited. The availability of the society education-based schools, no one could accommodate the ABK students. It did not find special children-friendly areas to ABK students.

The interviews and observations to the respondents, as well as the documents of the schools and the National Department of Education (December 2015).

12 Junior High Schools were designated as the inclusive schools. Furthermore, a counseling teacher was assigned as a guide teacher. SMP Negeri 3 Pacitan was a model of inclusive school that received many children with special needs (there were 13 students of ABK in 2015). Based on the findings, the results of the interview and observation data could be seen in the Table 2.

**The carrying capacity of the implementation of inclusive education-based children-friendly school in the town of pacitan:** Pacitan became one city in East Java/Jawa Timur, Indonesia which launched a movement of children with special needs protection in line with the national policy on education. The implementation of the inclusive education-based children-friendly schools was intended to support the city as the city which comfortable to children. There were some policies which supported the regulation and ensured its implementation.

**The processes of the implementation of inclusive education-based children-friendly school in the town of pacitan:** The implementation of the inclusive education-based children-friendly school in Pacitan was based on the applicable policies of the central

government, provincial government and district governments as explained in Table 3. The research findings, the data was gotten from the form of interviews, observation and documents studies.

**The responsiveness of teachers, parents and local governments in the implementation of the inclusive education-based children-friendly school in the town of pacitan to be the children-friendly city:** The education for children with special needs was more organized by the special schools (SLB) and SDLB Schools. In Pacitan, there were only 3 SLB schools, where as the children with special needs were scattered in various districts. Most children with special needs were not educated in formal schools because of the location of SDLB or SLB were far from their homes while the nearest, the regular schools did not have awareness to accept the children with special needs because they were not able to serve them. The regular schools were designated to be the inclusive schools were still found many obstacles. It was caused by the special characteristics indicated by them, such as; their behavioral disorders, their learning difficulties (hyperactive, ADD/ADHD, Dyslexia/Read, dysgraphia/

Table 3: The capability in the implementation of the inclusive education -based children-friendly school in the town of Pacitan.

Category	Policy
Inclusive Education	Law No. 4 of 1997 on Persons with Disabilities, UU no. 20 of 2003 on National Education System. UU no. 23 of 2002 on the Protection of Children's Rights, Government Regulation No. 19 of 2004 on National Education Standards. Government Regulation No. 17 of 2010.
The Children Friendly Schools	Local regulations Pacitan District No. 1 of 2013 on the Implementation of the Children Protection. Law No. 23 of 2002, Article 4 on children protection. Law No. 20 of 2003, Article 1 on National Education System. The Regulation of the Minister of Women's Empowerment and Children Protection of the Republic of Indonesia, No. 8 of 2014 on Children Friendly Schools Policy.
The City for Children	The local regulations of Pacitan District No. 1 of 2013 on the implementation of the Protection of Children. Law No. 23 of 2002 on the Children Protection. The Government Regulation No. 38 of 2007 on the Division of Government between the Central Government, Provincial Government and the Government of Regency or City. The Regulation of the Minister of Women's Empowerment and Children Protection of the Republic of Indonesia, No. 11 of 2011 on the Policy of the Eligible Children City or District Development. The Local regulations of Pacitan District No. 1 of 2013 on the Implementation of the Children Protection.

Write, Dyscalculia/Compute, dysphasia/Talk, Dyspraxia /Motoric), the children with autism, the children with impaired physical health, the emotional and the mental, the special smart kids and others. Thus, the teachers, as the main actors in the regular classroom should prepare their competence to teach and educate them hard. The obstacles were caused by lack of understanding about the ABK students.

**The impact of inclusive education-based children-friendly schools for students:** The existence of the inclusive education and children-friendly school policies in order to realize the children comfort city by gave protection efforts to children.

Based on the description in Table 2, it could be identified the characteristics of the problems encountered in the implementation of the inclusive education and children-friendly school policies in order to realize the city of eligible children in Pacitan. In general, the problems were:

- It did not find yet the technical instructions of operational implementation of the program
- The special schools (SLB) and formal schools did not provide the infrastructure and spaces that supported the ABK students, such as; the design of stairs, floors, tables, chairs and others
- Lack of understanding and skills of the subject teachers on the concept and implementation of the inclusive education
- The monitoring and guidance to the inclusive school was limited because of the human resources and financing

- It did not find yet the infrastructures that supported the inclusive school and children-friendly school programs, such as; the laboratory or specialty clinics, parks and other special spaces
- The curriculum had not been specifically modified, to the process of learning and the assessment standards of the students' potential appropriately

Based on Table 3, the carrying capacity in the form of regulation from the central government to the regions was already linked policies on the protection of children, such as; the inclusive education, children-friendly schools and children-friendly city. However, technically, the quality assurance had not been arranged effectively or optimally, so that in its practice in the field was found many obstacles.

Related to the Table 4, the implementation process was still referred to the center policy. The district government had developed yet a model of education for children protection. The inclusive schools seemed as an introduction to the society and not as a featured program. The model applied was the Model I, a regular school in which there was slow learners children and the children who had learning difficulties. The recruitment of the students with special needs had not been openly in the acceptance of new students. The inclusive school only was not refused the students with special needs registers. It was good enough if viewed by an expansion of learning opportunities for ABK students to support the compulsory education of 12 years. The implementation of the curriculum had not been modified specifically. It made the barriers of the subject teachers and the guider teachers in the processes of learning and evaluation.

Table 4: The implementation of the processes of inclusive education policy -based children-friendly school in the town of Pacitan

Category	The Implementation of the Policy
Input	<p>The local governments of Pacitan prepared the policy instruments.</p> <p>Formulated the regional policy through the decisions of the head of the Department of Educational Office, the Minister of Women's Empowerment and Children Protection and the Ministry of Religious Affairs.</p> <p>The mapping and assigning the elementary school, junior high school, senior high school and vocational high school of each sub-district to be designated as a candidate for the inclusive school.</p> <p>Conducting socialization and coordination with relevant parties.</p> <p>Establishing the itinerant teachers of the special schools and training the teachers in the inclusive schools.</p>
Process	<p>The implementation of the inclusive education model I, the regular schools in which there were some slow learners and children who had learning difficulties used same curriculum.</p> <p>The socialization of new admissions had not been conducted openly to be able to accept students with special difficulties.</p> <p>There was 1 Special Guide Teacher, from the counseling teachers, previously who had participated in workshops and special trainings.</p> <p>The school accepted students with special difficulties with and without notification of the students' parents.</p> <p>The categories of children were having learning difficulties, language or speaking difficulties and mentally impaired.</p> <p>The special needs students placed together with the regular students randomly, without accumulated in the same classroom.</p> <p>The subject teachers provided material relatively in same proportions with the regular students (there was no special assessment).</p> <p>The citizens of the school (the principal, the teacher and the students) gave equal treatments and protection to the regular students and the ABK students in all occasions, such as; in learning activities, extracurricular activities, competitions, the use of facilities and others.</p> <p>The guide teachers provided specialized services to the class to <del>monitor</del> regularly.</p> <p>The visitor teachers conducted evaluation periodically related to the priorities and proposals.</p> <p>The principal was responsible to give a report to the Head of National Education of Pacitan on behalf of the Regent.</p>

The interviews and observations, January, 2016)

The condition was coupled with limited guider teachers. It was not in ideal form. It was caused by the guider teachers had more duties in dealing with the issues of the regular students and the ABK students, as well as the moral obligation to assist the subject teachers in overcoming the existing problems. The condition also could be an obstacle in the implementation of the educational policy.

Das and Kattumuri (2006) noted that the main recommendations included recruitment of resource teachers in proportion to the numbers and needs of the enrolled children with disabilities in a school; pre-service and regular in-service training of regular teachers on issues related to manage the inclusive classrooms, peer sensitisation; and introduced the relevant alternative activities for children with disabilities. Implemented these processes in the inclusive educational system would enhance the participation of children with disabilities and foster their aspiration to be like their non-disabled peers.

The existence of the itinerant teachers from special schools or SLB was also limited. It made the lack of understanding and skills of the principal and other

teachers to provide the ABK students optimally. The less availability of the infrastructure was relatively to be the barriers for the principal and teachers morally and practically. The facts in the implementation process were reasonable, as same as the research results of Nkonyane and Hove (2014); Hallahan *et al.* (2009) which discussed the roles of central teachers for the success of inclusive education, Halinen and Jarvinen (2008) on the importance of adopting a special curriculum for children with special needs, as well as Ahmed and Mullick (2014) about the importance of contextual learning.

Based on Table 5 and 6, the inclusive of education provided a common room for ABK students and non-ABK students to study together. It had a positive impact on the development of the students' affective. Non-ABK students become more tolerant, more empathetic to the ABK students. Instead, the ABK students became confident, because they felt pleased to be recognized and they could interact with other students.

Staub *et al.* (1995), "Parents and teachers reported many positive outcomes for typically developing children in the domain of relationships, included; more diverse social networks, increased patience with and acceptance

Table 5: The responsiveness of various parties in the implementation of the inclusive education-based children-friendly school in the town of Pacitan

Category	Descriptions
The Principal	Supported the government policy by provided specific guidance to the ABK students. Provided the inclusive program optimally, although the limited human resources, infrastructure, finance and little understanding of how to organize the inclusive schools. Asked for support and cooperation from all parties to provide special training for subjects teachers to face the ABK students. Provided special service, such as; the motivation for ABK parents. Ensured the safe, comfortable and healthy school for all students with Adiwiyata school program, school gardens, discipline culture, security, etc.
Guide Teachers	Supported policies actively by joined in some trainings and workshops. Provided fair care to all students, especially for the ABK students, provided special services regularly. Provided socialization for subject teachers in order to share some information in handling the ABK students.
Visitor Teachers	Very supported by shared some information and skills in served the ABK students, so that they could learn appropriately. Their potential and mental could be developed optimally. Provided insight and motivation to the school community, local government and the public on how to implement the inclusive education periodically.
ABK Students	The students wanted to interact and share with all people.
Regular Students	The students could accept the ABK students, so the teaching and learning process could run well.
The ABK Students' Parents	Most of them were aware about the importance of education for children. Some of them were embarrassed to send their children in special conditions to public schools. Some of them did not understand yet how to deal with children with special conditions and they were still being rude and less democratic to them.
The Department of National Education	Supported, monitored and evaluated the inclusive schools regularly were routine yet. It did not accurately collect the data about the ABK children were not attended school, the active ABK students in some schools and ABK children who dropped out of school. It did not have a manual quality procedures or SOP clearly and completely to be applied in the inclusive school.

The interview and observation to the respondents, as well as the documents of the school and the Department of National Education of Pacitan (January, 2016).

Table 6: The Impact of the implementation of inclusive education for students based on friendly school

Category	Descriptions
ABK Students	They felt accepted by other people without any difference treatments; it could improve the ABK students self-confident. They felt happy, secured and able to make interaction naturally, without fear of being insulted by non-ABK students.
Regular Students	They did not fear to children with special needs because of they often interacted with them. To be more tolerant to others after understood their friends in special needs. To be improved of their characters of love, empathy, cared of neighbor and cared for the environment.

The interview respondents (January, 2016)

of people with and without disabilities, an increased willingness to help others and to accept help from others when necessary. Staub and Peck (1995) identified five potential benefits of inclusion for students without disabilities that also facilitate membership: reduced fear of human differences, accompanied by increased comfort and awareness, growth in social cognition, improvements in self-concept, development of personal principles, warm and caring friendships. According to Engelbrecht (2006) enhancing the recognition and acceptance of the basic.

Skorten identified that there were at least three factors that should be accommodated in a holistic manner in the implementation of inclusive education. The first was the environment, included the environmental responses to the learners with special needs, the level of understanding and mastery of the teachers towards the learning processes which were different on contents, materials and teaching methods as well as the wider environment related to social, economic and politics which directly or indirectly would have an influence on the overall development of the children's learning. The second was

the factor of the self-learners. It included the curiosity, the motivation, the initiative for interaction and communication, the social competence, the temperament, the creativity, the encouragement to learn and the learning styles and the abilities. The third factor was the nature and levels of special needs.

Related to the above description, all elements of society should jointly foster a high awareness, commitment and a realistic and effective effort to provide the opportunities for children to grow and develop in a reasonable and good condition. Education became a central point in the children protection, through the inclusive education in particular condition and the children-friendly schools for all students with heterogeneities characteristics. The central and local governments became the foundation of strong, clear and measurable policies by provided a decent budget in order to realize a fair and prosperous society.

### **CONCLUSION**

The inclusive education was an education with the equality values on the human rights and humanity. The framework was the statement of education for all. Children Friendly School was schools that consciously seek to ensure and fulfill the rights of children in every aspect of life. Schools made sure there was no discrimination in it because every child had the right to live and grow, to develop and participate fairly in accordance with the dignity of humanity as well as the protection from the violence and discrimination. The Regency or City of Eligible Children was the regency that had a development system based on the integration of children's rights and the commitment of government resources, the society and the business world on planned policies, programs and activities to ensure the children's rights. Various policies had been born by the government in an effort to promote the establishment of the equality in education. Related to the implementation of the inclusive education and the children-friendly based-school policies to be the city of eligible children, there were at least three factors that should be accommodated holistically. The first was the bureaucracy, namely the availability of carrying, such as; the assurance regulations and some instruments, such as; the human resources, financing, infrastructures, the effective cross-sectorial communication, so that the policies could be implemented with optimum benefits for the children protection efforts. Secondly, the environmental factors, included the responsiveness of the school's community (the principal, the teachers, the staffs and the non-ABK students), the parents and the

community to the existence of the learners with special needs, its curriculum, the level of understanding and the teachers who mastery the differences of contents, materials and teaching methods. The third was the factor of the learners themselves included the curiosity, the motivation, the initiative for interaction and communication, the social competence, the self-esteem, the self-concept, the creativity, the encouragement to learn and the learning styles as well as the ability to learn and the meaningful life.

### **SUGGESTIONS**

The steps in prepared the inclusive school-based children-friendly school in the regular schools were:

- Mapped the schools: the elementary schools, the junior high schools, the senior high schools, the vocational high schools, one school for every district accurately
- The dissemination and effective coordination sustained through some meetings such as; work shops and trainings
- The open socialization to the public through the new students admissions
- Provided an assistance to the pilot schools, such as; the construction and special spaces
- The guider teachers were more than one person
- Developed a curriculum that accommodated the needs of the ABK children contextually by used the socio-cultural approach
- Develop the eligible children city through the provision of special spaces and facilities for the children to support their growth and their development of cognitive, affective and psychomotor in educative term
- Developed the community empowerment to hold an inclusive education independently, non-formally through the villages and the rural communities

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