

Determinant Factor the Role Actor of Education in Implementation of Policy Inclusive Education in Manado

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Abstract: The aims of research were to identify and analyze the determinants of education actors in the implementation of inclusive education policies at the level of primary school in Manado. The informants were head of education of North Sulawesi, head of education of Manado, superintendent for elementary, principal of elementary school, teachers, parents of exceptional children and education committee of Manado. The research instruments were observation sheet, interview and review of documentation and then analyzed by used an interactive model of Miles and Huberman. The results showed that the determinant factor of an actor that supports the implementation of inclusive education at the primary level in Manado dominated by homeroom teachers receive extra duty as a tutor, teachers visiting of special school an increase in the competence of homeroom teachers through training, workshops or seminars, the participation of parents. While the indecisive factors, namely the absence of local regulations on inclusive education, provision of the supervising special teacher that has not been programmed, the condition of the infrastructure was not adequate, lack of education budget inclusive and has not maximum involvement of the relevant agencies and the private sector in the implementation of inclusive education in Manado.

Key words: Determinant factor, the role of the actor, the policy of inclusion, teacher, competence, documentation

INTRODUCTION

Study of Pasolong stated that the policy is a series of alternatives ready to be selected based on certain principles. While discretion with regard to a decision to allow something which is prohibited by specific reasons such as humanitarian considerations an emergency and others. Nugroho suggests that the implementation of the policy is a way for a policy to achieve its objectives. To implement of public policy, then there are two options available to measures, namely to implement directly in the form of programs or through policy formulation derived from the public policy.

Policy education sector are basic education, non-formal education, secondary education and higher education needs to be continued and increased by the government both at the central and autonomous regional level. There are four strategic agenda of the national education policy equal opportunity to learn improving the relevance of education and development improving quality and the efficiency of education.

The complexity of educational affairs at the education unit level and at the level of bureaucracy at central and local government as the party providing service education unit to be part of the study of the science of administration. While aspects of the delivery of content,

curriculum, teaching materials, teaching planning, teaching and learning, learning approaches, evaluation of learning progress and are associated with learning is to become part of education as an applied science of psychology, sociology, anthropology, communication science and philosophy.

Expansion policy and equal opportunity to obtain nine years of basic education, intended for school-age children (7-15 years) acquire the same rights and opportunities to acquire basic education equitably. But reality has shown that not all school-age children (7-15 years old) received basic education services evenly. It is because among children of school age (4%) classified as exceptional children (ABK/Anak Berkebutuhan Khusus) spread up in rural areas and the need to obtain special treatment in teaching in schools. Children with special needs should be served through the special school (SLB/Sekolah Luar Biasa) but the government has not been able to prepare the special school (either building, learning and teachers) to the rural areas, so that, the distribution of education for children with special needs (inclusive) cannot be carried out in accordance expectations as well as a challenge for the central government and local government in the service and distribution of education is a right and need of every citizen.

The number of marginalized and excluded each year was not diminished, even growing. In 2000 there were an estimated one hundred and thirteen million children of primary school age do not attend school, 90% of them live in countries with low and middle incomes, more than eighty million children live in Africa.

Inclusive education policies in Indonesia in line with the UNESCO program, since, the outbreak of the Declaration of Salamanca by UNESCO (1994), inclusive education has been the dominant policy in many countries including Indonesia. Inclusive education is an education system which provides greater opportunities for all children including children with special needs (ABK) to gain access to education in regular schools without distinction. Every school must be able to accommodate the needs of all children and respect the rights of exceptional children. Reports in the Australian study shows there is an increase in the ability of the crew both in terms of academic and social as inclusive education has been applied. This relates to the provision of the opportunity to attend regular classroom where his crew feel actualization needs can be met.

The Government of Indonesia through the Ministry of Education paid great attention to the implementation of inclusive education. Law on the National Education System 20, 2003 clearly states that the government is trying to provide opportunities for all children including the crew to obtain education in regular schools without distinction. Furthermore and stressed in PERMEN No. 70 of 2009 on "Inclusive education for students who have and have potential abnormalities intelligence and special talent" is a testament to the commitment and seriousness of the government to fight for the rights of exceptional children. In the Ministerial Regulation expressly provided all matters relating to the implementation of inclusive education.

Based on the observations of the researcher and supported by a wide range of information about the implementation of inclusive education policies, faced with a variety of phenomena can be identified the perception among the actors implementing inclusive education policies from the provincial, city, district more specifically at the elementary school level, the lack of attention of the local government in supporting the implementation of inclusive education as seen from the limited budget allocated to the department of education, the limited facilities and infrastructure (learning facilities) needed by learners of primary school with special needs) their complaints and learners about the service are still discriminatory towards learners with special needs special advisor master readiness is still lacking and limited even do not have special education striped background.

Also, supported research results Yoppy Liando about the relevance of the implementation of inclusive

education programs are indicated as follows comply with Regulation No. 70 of 2009 on inclusive education for learners who have the disorder and competent intelligence and/or special talents and the level of demand has been met by the crew members of academic needs where students follow the schedule of lessons and teacher guides students to interact or associate with his friends. While the characteristics of the process of education and learning exceptional children include the situation of the implementation of the special needs of serving manner exceptional children classes regularly studied with normal students, the perpetrator of education and learning is the class teacher and tutor who do not have adequate competence non-formal education, the pattern of specialized learning is a form of habituation study together in groups in addition to learning individual, so that, teachers can make the process of collaborative learning and providing individual tasks and groups while providing direct assistance in completing the task and availability of infrastructure seen from the physical condition of the school is limited with the support of ICT media as needed exceptional children learning process.

Based on the description of the challenges, obstacles, phenomena and problems of implementation of inclusive education that motivate researchers to conduct research and study in depth about the various determinants of an actor encountered in the implementation of inclusive education policies in the city of Manado in the implementation of inclusive education more effective and efficient.

MATERIALS AND METHODS

The research was conducted at the office of Manado city, department of education as well as in offices and institutions associated with the implementation of inclusive education policies and especially at the elementary school that organizes inclusive education. The research was qualitative research that observed, assessed and described the determinants factor actor role in the implementation of inclusive education policies by Manado. Bungin asserted qualitative research trying to find a variety of phenomena that need to be done in-depth assessment and analysis and pierced on target research. While the purpose of qualitative research was to described, summarized a variety of conditions, situations and the phenomenon of social reality are in a society that becomes the object of research and aims to attract that reality to the surface as a trait, character, nature, model, sign or a description of the condition, situation or particular phenomenon.

This study used case study approach (case study) to get an overview of the determinant factors of an actor in the implementation of inclusive education policies in

Manado. According to John (2010) “case study is a research methodology that focuses on seeing the unique and complex of a specific case deeply”. The primary objective of the study was to understand the case study in depth the specific case.

Informants in this study were the Head of Education, North Sulawesi, Manado city dept. of education, elementary school principal organizer of Inclusive education, elementary school teachers, supervisors, parents of exceptional children and education committee of the city of Manado. Data was collected through observation sheet instruments, interview and review of documentation.

This study was used produces descriptive data in the form of words written or spoken, observed behavior, through interviews, recordings, photos and notes. Therefore, it is very important for researchers down the field immediately for collecting the data, describe the phenomenon of research, interpret, analyze and give them meaning in one wholeness. Tringles technique can be done in a way comparing the observed data (observation) and data from interviews with informants, compare the information personally, compare the information about the research situation with what is being said all the time, comparing the state of the perspective of someone with different opinions and his views on the problems according to experience reality is seen and comparing the results of interviews with the contents of a document related. From the results of data analysis methods provided followed by drawing conclusions based on inductive analysis techniques that produce strategic policy alternatives Mathew and Huberman (2007).

RESULTS AND DISCUSSION

Based on the results of research and discussion of the factors that support the education actors in the implementation of inclusive education system for exceptional children in the elementary school of Manado, it can be concluded.

All organizers of inclusive education for exceptional children in the elementary school of Manado acting homeroom teacher also become a tutor. Homeroom teacher must have high motivation and spirit in performing additional tasks given to foster of exceptional children even though the duties and functions of teaching only dominant in regular child that had been done.

Homeroom teacher performing their duties of teaching of exceptional children in accordance with its knowledge and experience, supported the assistance of their parents or sharing opinions with other homeroom teachers.

Homeroom teacher joins education and training classes, workshops or seminars on additional knowledge and skills in teaching of exceptional children, thus, increasing competence in accordance with the conditions of exceptional children was concerned, held by the parties concerned, especially, the social ministries and labor including the ministry of education and culture whether municipal, provincial, regional and national levels.

The presence of teachers assistant visit every weekend, sometimes once a month in accordance with an agreement with the schools provide additional learning materials with a variety of models and methods of implementation for exceptional children. Their exchange of information and experiences conducted by the school includes homeroom teacher with the special school in the city of Manado, so that, the problems often faced by homeroom teachers in the learning process can be resolved.

Conditions that support from the parents of exceptional children to provide the tools children’s learning, so that, the schools can maximize the achievement of learning objectives that experienced by the child.

There is participation from parents of exceptional children are sufficiently well established to provide economic incentives for homeroom teachers in monthly between Rp. 200.000-400.000, according to the sincerity and willingness.

Conditions that support through the parents always give encouragement and supervision to the children in the learning process in the classroom and move or interact socially with other common child. The parents always assist homeroom teachers to work together to help the exceptional children when experience difficulties and obstacles in the learning process.

The government in the fight against discrimination education in Indonesia on 8-14 August 2004 implemented the Bandung declaration and produce grain in the implementation of inclusive education policy signed by the Minister of Education and Culture of Indonesia, the World Bank, IDP and EENET Asia. One such policy appealed to the government, educational institutions, related institutions, business and industry and the public to ensure all children with disabilities children with special needs get equal access in all aspects of life whether in the fields of education, health, social, welfare, security and other fields, the next generation of reliable.

Some of the expected role played by government officials in managing and strengthening the implementation of community-based education by Ashman and Elkins (1993) are the role of a public servant’s role as a facilitator, a role as a companion, a role as a partner and role funders. The concept of inclusive

education has more in common with the underlying concept of movement education for all and improving the quality of schools. Inclusive education is a shift from anxiety about a particular group into a focused effort to overcome barriers to learning and participation.

Referring to Law Decree No. 14 of 2005 on teachers and lecturers Article 20 (b) mandates that in order to carry out the task of teacher professionalism is obliged to improve and develop the academic qualifications and competence on an ongoing basis in line with science, technology and art.

Several studies have been conducted in many developed countries and developing countries show that IE has been able to address a wide range of academic and social needs of exceptional students. Research conducted in Papua New Guinea shows that inclusive education provides academic and social benefits not only to the exceptional students but for all children. In addition, the implementation of inclusive education is estimated to (7) times more light than the implementation of educational segregation. One concrete example is the government does not need to build buildings of special school in every village for exceptional students are able to be served in any regular school. The report also supported a study in Australia shows there is an increase in students of exceptional ability in both the academic and social terms when IE has been applied.

Obstacle factor: Based on the results of research and discussion of the factors that hinder the education actors in the implementation of inclusive education system for children with special needs at the elementary level in the city of Manado, it can be concluded.

Absence of regulation in a concrete policy inclusive education through local regulation or decree on the technical guidelines to implement inclusive education that is integrated with regular education, merely calls and spoken instructions in a meeting or regular meeting Manado city department of education in stages.

Implementation of inclusive education for children with special needs at the level of the organizers at each elementary school, especially, in Manado city has not had a special tutor who has a tremendous educational qualifications because the city government, especially, Manado city department of education has not been budgeted for the procurement of special guidance counselor.

Means of implementation infrastructure inclusive education for children with special needs at the elementary level only use school facilities what is there, there is no learning aids are owned by the school to improve learning outcomes exceptional children. Procurement infrastructure inclusive education being integrated in the financing of the regular child listed in the

BOS funds, there is no special provision that made the school only expect help from the various parties concerned.

There are no forms of government initiatives undertaken jointly city of Manado city council to allocate inclusive education for children with special needs, ranging from teaching staff (special assistant), welfare for teachers of exceptional children, aids the learning process and extracurricular activities.

The school has not allocated funding for the implementation of inclusive education for exceptional children because no one in the technical guidelines of BOS funds for financing the learning process of children with special needs.

The class teachers who teach children with special needs do a good job and the sincere although did not get incentive funds from the school and the education office of Manado city and Manado city government.

There are no co-operation carried out by the school with relevant parties through the submission of proposals and assisting in the learning process of exceptional children, both funding and other forms of infrastructure.

According Mustopodidjaja, there are several factors that influence the success and failure of policy implementation, namely: the accuracy of the policy itself, the consistency and effectiveness of implementation and whether or developments occur unexpectedly.

Overview Nawawi (2009), since, the onset of the failure of the implementation of a public policy is closely related to several factors, namely: the content of the policy should be implemented, the level of information of the actors involved in the implementation, the lack of support for policies that implemented and the distribution of the potential that exists. Furthermore, Indiahono (2009) adds the cause of the failure of policy implementation due to several other problems encountered, namely: human resources, money or materials are not always available when needed, adjusting the behavior of employees towards a new strategy and new structure and in the common work unit goals conflict with each other.

Supported also think Abidin suggests that the factors that affect the successful implementation of policies include policy goes hand in hand with solving the problem, support from the top level, the program coordinator, the attention of the executive and the program's resources include public participation.

In line with the opinion of Dunn public policy is a series of choices that are interconnected created by agencies or government officials in areas related to the government's job such as security and defense, energy, healthcare, education, public welfare, crime, urban and others.

In general, the policy cycle include the formulation, implementation and evaluation of policies. Policies that

have been formulated or formulated intends to achieve certain goals. In this context, it is understandable when Lineberry (1978) argues that the policy will not be successful, if the implementation is not related to the intended purpose.

Reinforced the concept of a budget (budget) as managerial planning of the activities that are expressed in the financial framework. Budget according to Santoso is a statement of what would be expected, planned or expected to occur within a certain period in the future. Budget is also the managerial tools that ensure the achievement of organizational objectives and provide guidelines (guidelines) every rupiah spent from day to day. While Rowan (1998) suggested that the role of the budget other than as a planning tool is also a tool for leaders to control, coordinate, communicate, evaluate performance and motivate subordinates. Therefore, the importance of the budget in an organization will be manifested on the role and purpose of the budget. While the basic principles of the budget cycle needs to be known and well understood by government administrators. Basically, the principles and budgeting mechanism relative did not differ to the private sector to the public sector.

CONCLUSION

The determinant factor of an actor who support the implementation of inclusive education at the primary level in Manado city is dominated by the duties and functions of classroom teachers receive extra duties as a tutor, their schedule a visit from the special school teacher, program improving the competence of teachers through training classes, workshops or seminars, the participation of parents in improving children's learning process of achieving goals.

Factors inhibiting the role of actors in the implementation of inclusive education at the primary level in Manado city is dominated by lack of regulatory areas of inclusive education, provision of special supervising teacher who has not been programmed, conditions of inadequate infrastructure, the absence of inclusive education budget and lack of involvement the relevant agencies and the private sector in the implementation of inclusive education in the city of Manado.

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