

Research Article

Principal's Leadership Strategy in Realizing Inclusive Education Policy

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ABSTRACT

The purpose of this study is to describe the principal's leadership in managing inclusive schools, related to the principal's policy, curriculum and learning management, learning assessment, and inclusive culture. This study was conducted through a qualitative approach with a multi-site design using a constant comparative technique at SMP Negeri 29 Surabaya City, and SMP Negeri 5 Surabaya City. The research findings indicate that the principal's leadership in formulating inclusive school policies is based on government appointments. Inclusive curriculum management is in the form of a curriculum that is modified according to the characteristics and needs of students, including aspects of objectives, sources, materials, media, schedules, and assessments. Learning leadership is carried out collaboratively between subject teachers, GPK, BK teachers, and homeroom teachers. Student assessments take into account the conditions of students with and without disabilities. The development of an inclusive culture is carried out through learning, scouting activities, self-development and extracurricular activities. The principal's leadership emphasizes the value for school personnel to have confidence in carrying out tasks, high commitment, and enthusiasm to help the community get decent education inclusively, which has an impact on the development of inclusive education in schools.

Keywords: School principal's leadership; education management; Inclusive

1. INTRODUCTION

Inclusive education is education that is based on the spirit of providing educational services to every citizen, in accordance with the 1945 Constitution (UUD 1945). That every person is free to choose education and teaching (article 28E paragraph 1 of the 1945 Constitution) and every citizen has the right to receive education (article 31 of the 1945 Constitution). In Permendiknas 70/2009, inclusive education is defined as an education delivery system that provides opportunities for all students who have disabilities and have the potential for intelligence and/or special talents to participate in education or learning in an educational environment together with students in general. The Surabaya City Government followed up on Minister of National Education Regulation 70/2009, namely by appointing 51 State Elementary Schools and 20 State Middle Schools as providers of inclusive education. Almost all schools appointed by the Surabaya City Education Office have received training on managing inclusive education in forming an inclusive culture in schools and inclusive learning processes. However, the quality of implementation still varies.

According to Ainscow (2006) and Carrington & Macarthur (2012), to measure the quality of schools in managing inclusive education, they can use the dimensions of the inclusive index. The dimensions of the inclusive index are a framework of values that underlies the actions needed to move towards a more inclusive society. The success of implementing inclusive index dimensions can be seen from the flow of an idea and all dimensions can work well and support each other. The inclusive index dimensions cover three dimensional domains, namely creating an inclusive culture, producing inclusive policies, and preparing inclusive implementation.

Several studies on inclusive education have found problems in implementing inclusive education in schools. These problems are related to school management, teachers, students, financing, infrastructure, government policies, the role of society and the role of parents. Problems related to school management include (1) in terms of administration and human resources, schools have not implemented inclusive school programs, and (2) the teaching and learning activity (KBM) process has not run optimally (Hermanto, 2010; Praptiningrum, 2010; Yusuf, 2012; Wati, 2014; and Tarnoto, 2017). Problems related to teachers, namely (1) lack of Special Guidance Teachers (GPK), (2) lack of teacher competence in dealing with children with special needs (ABK), (3) teachers have difficulty in teaching and learning, (4) lack of understanding of teachers about ABK and inclusive schools, (5) inappropriate educational background of teachers, (6) increasingly heavy administrative burden for teachers, (7) lack of teacher patience in dealing with ABK, and (8) teachers experience difficulties

with parents (Tarmansyah, 2009; Sunanto, 2010; Hamdan & Hussin, 2013; 5; Tarnoto, 2017; and Darma & Rusdi, 2017).

Problems related to students include (1) different types of ABK requiring different handling, (2) ABK having difficulty following the lesson material, (3) ABK not being able to follow the rules thus disrupting the teaching and learning process, (4) attitudes of regular students towards ABK, and (5) the number of ABK exceeding the quota in each class (Yusuf, 2012; Hamdan & Hussin, 2013; Wati, 2014; Haryono, Syaifudin & Widastuti, 2015 and Agustin, 2017).

Problems related to infrastructure and financing include a lack of facilities that support inclusive education due to lack of funds (Yusuf, 2012; Elisa & Wrastati, 2013; Prastiono, 2013; Wati, 2014; Haryono, Syaifudin & Widastuti, 2015; and Agustin, 2017). The problems related to government policy include: (1) the government's attention and concern regarding the implementation of inclusive schools is lacking, (2) policies related to the implementation of inclusive schools are not yet clear, (3) there has been no modification of the curriculum specifically for inclusive schools, (4) there is a lack of training on inclusive education for teachers, (5) attention to professional staff who support inclusive schools is not good in terms of numbers and welfare, (6) the programs implemented are not yet sustainable, and (7) there is no special institution that handles ABK mentoring training (Yusuf, 2012; Elisa & Wrastati, 2013; Prastiono, 2013; Wati, 2014; Agustin, 2017, and Tarnoto, 2017). Problems related to society include: (1) the lack of public knowledge regarding inclusive education and ABK, (2) negative views of society towards ABK and inclusive schools, and (3) community support regarding inclusive implementation is very lacking. Apart from that (a) lack of involvement from all parties (academics, experts) regarding the implementation of inclusive schools, (b) social backgrounds that influence ABK, (c) the predicate of inclusive schools makes schools lose intelligent students, (d) there is no understanding regarding inclusive implementation between various parties (Hamdan & Hussin, 2013; Haryono, Syaifudin & Widastuti, 2015; and Tarnoto, 2017).

Problems related to parents include (1) parents' lack of concern for handling ABK, (2) parents' understanding of ABK is lacking, (3) parents feel embarrassed and want their children to go to public schools, (4) tolerance from parents of regular students towards ABK is lacking, (5) the condition of parents is illiterate, (6) parents lack patience in dealing with ABK, (7) single parent care, and (8) there is no regular meeting program with parents held by the school (Tarmansyah, 2009; Praptiningrum, 2010; Elisa & Wrastati, 2013). Problems that arise between one another can be interrelated. For example, regarding the problem of teachers lacking competence in handling ABK. This can be caused by teachers' lack of understanding about ABK and inclusive schools. This then has an impact on teachers having difficulties in teaching and learning activities. Teachers who have inappropriate educational backgrounds and lack of GPK further increase the teacher's workload, both in administration and teaching hours. Furthermore, this has an indirect impact on the handling of students at school which is not optimal. Apart from that, teachers are faced with different types of ABK that require different handling and the number of ABK that exceeds the quota in each class has an impact on the teaching and learning process being less smooth. The burden on teachers becomes even heavier when faced with the fact that many ABK parents do not care about their children's development. Parental concern can be caused by parents' lack of understanding about ABK. The problem of parents of regular students' understanding of the needs of ABK is still lacking because of the public's perception that they look down on ABK and inclusive schools, so that society provides less support for the implementation of inclusive schools. The public's perception that they look down on ABK can be caused by the lack of public knowledge about inclusive education and ABK. On the other hand, the lack of support and cooperation from all parties, and the lack of infrastructure provided by the government regarding the implementation of inclusive schools means that implementation cannot run optimally.

Based on initial observations on the management of inclusive education in Surabaya, the problems that arise related to the implementation of inclusive schools originate from teachers, students, parents, schools, communities, government, inadequate facilities and infrastructure, and lack of cooperation from various parties. This problem has an impact on the less than optimal implementation of inclusive schools. The solution to problems regarding inclusive education can be found in a brighter way if there is in-depth research on inclusive implementation, especially in schools that have developed an inclusive culture. The results of initial observations at State Middle Schools in Surabaya, there are 2 State Middle Schools that have provided inclusive education for more than 8 years, namely SMP Negeri 29 Surabaya and SMP Negeri 5 Surabaya. From year to year the interest of parents of students in registering their sons and daughters at this school is increasing. Apart from that, the two schools appear to be implementing three domains in the dimensions of the inclusive index, including inclusive policies, inclusive implementation practices, and creating an inclusive culture. The success of the two schools providing inclusive education is thought to be due to the leadership of the school principal and his effective and efficient management in implementing the dimensions of the inclusive index (Carrington & Macarthur, 2012).

This research aims to examine key aspects of school principal leadership in providing educational services, especially for students with special needs who are held in regular schools in an inclusive manner. There are two reasons why research is considered important, firstly, the process of democratization in the field of education in Indonesia is increasingly developing so that education is a right that every member of society must obtain without discrimination. Second, in realizing inclusive education, relatively more in-depth studies are still needed to achieve effective and quality services. Apart from that, there is substantial uniqueness in the principal's leadership in managing inclusive education in the school that provides it. Schools providing inclusive education serve students who have normal academic abilities (without special needs) and students who have special needs with various characteristics in the same learning environment, while the majority of teachers who serve

students with special needs do not have a special education background. This is also interesting to research because schools need to change all dimensions of the educational process in the school which includes the cultural dimension, policy dimension and learning practice dimension. Without this, detrimental practices can occur such as resistance from perpetrators and violent practices (bullying) from peers towards students with special needs.

2. RESEARCH METHOD

The research was conducted at SMP Negeri 29 Surabaya and SMP Negeri 5 Kota Surabaya, because SMP Negeri 29 Kota Surabaya. Research subjects or research informants, namely the principal as key informant, deputy principal for curriculum, deputy principal for education (student affairs), deputy principal for facilities and infrastructure, teacher/instructor for inclusion activities, supervisory supervisor, head of administration, students, and school committee personnel. Other data sources include places, activities and symbols. Sources of location data, namely the classrooms and environment of SMP Negeri 29 Kota Surabaya, and SMP Negeri 5 Kota Surabaya. Source of activity data, namely various activities that lead to the success of the school principal's leadership activities in managing inclusive education. Sources of symbol data, namely in the form of institutional symbols in the form of school vision, school icons, school mottos, posters, pamphlets, environmental planning, and so on which also influence the principal's leadership process in managing inclusive education. Data was collected using three techniques, namely (1) in-depth interviews, (2) participant observation, and (3) document analysis. There are four criteria used to check the validity of the data, namely credibility, transferability, dependability and confirmability. Multi-site data analysis was carried out in two stages, namely: (1) analysis of individual site data (individual site); and (2) cross-site data analysis (cross-site analysis).

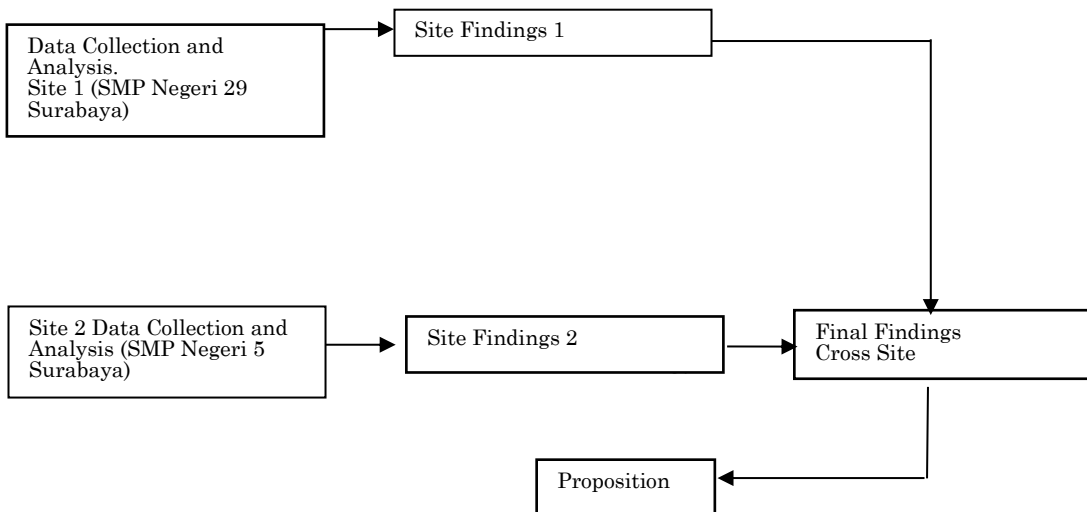


Figure 1. Research Process Scheme

3. RESULTS AND DISCUSSION

Principal leadership is a strategic position that includes managerial, instructional and cultural functions. The effectiveness of the principal's leadership in carrying out these tasks greatly determines the quality of education in the school he leads.

1. Formulation of School Policies Providing Inclusive Education

The designation as an inclusive school at SMP Negeri 29 Kota Surabaya and SMP Negeri 5 Kota Surabaya was due to the government's appointment by considering ownership of facilities and infrastructure, as well as personnel readiness. The initial policy began with the formation of an Inclusive School Development Team. Team members include school stakeholders, such as teachers, students, parents, psychologists, and others. The role of the school principal as person in charge, leader, motivator and evaluator. The principal's policies are directed at curriculum and learning programs, education, personnel, facilities and infrastructure, community relations, and finance by mainstreaming the implementation of inclusive education. The values developed in the leadership of school principals are confidence in carrying out their duties, commitment and enthusiasm for helping the community.

2. Curriculum Management and Inclusive Learning

Curriculum development begins with an assessment to identify student characteristics which is carried out at the beginning of grade 7 at the same time as the acceptance of new students (PPDB). Based on student assessments, curriculum and individual learning are developed. Apart from that, the results of the assessment are used to identify the needs of ABK and regular students and facility providers. The assessment is carried out by a Special Team which is given the authority to

carry out the assessment, which consists of a special supervisor teacher (GPK) and trained subject teachers. The technical implementation is by forming inclusive classes, taking into account the characteristics of the needs (abilities and weaknesses) of all students based on IQ tests, EQ tests, and talent and interest tests. The inclusive class curriculum is the national curriculum, such as the 2013 Curriculum and the modified Merdeka Curriculum, called the Duplicate Curriculum or Modified Curriculum. Modified aspects include objectives, sources, materials, media, schedule, assessment. The basis for considering curriculum modifications is the special needs of students. The differences in services for ABK and regular students are in the curriculum structure, depth of material, and learning time. Curriculum development involves school personnel (inclusive development team, teachers, GPK, education staff, homeroom teacher, school principal), and parents of students. When classroom learning activities are inclusive, students are placed in prepared classrooms and resource rooms. Learning activities at schools providing inclusive education consist of full inclusion classes, mentoring classes and special classes. Learning time per lesson hour is 40 minutes, for ABK students it is increased. Teachers who teach inclusive classes consist of GBK and subject teachers. GBK focuses on guiding crew members. Subject teachers develop subject-related competencies. They collaborate. Meanwhile, guidance and counseling (BK) teachers collaborate with subject teachers and GPK to help students with problems.

3. Development of Assessment in Inclusive Classes

Student assessment development is based on competency standards referring to Minimum Completeness Criteria (KKM), while ABK is flexible. The basis for determining KKM is the complexity of Basic Competencies (KD), carrying capacity, and intake. KKM boundaries are in the form of substance and time period (semester, yearly, educational unit). The follow-up to learning completion is for those who have completed it to be given enrichment, and who have not completed remedial work. At the end of the year, regular students are determined to be promoted to a grade or graduate, while students with special needs are determined to be promoted to a grade or graduated/graduated (chronological age). Behavioral assessment of students is in the form of attitudes of respect, tolerance, gratitude, and acceptance of diversity. The behavior of school personnel takes the form of attitudes and actions that are called upon to understand uniqueness, and the enthusiasm for helping students increases.

4. Development of an Inclusive Culture

The development of an inclusive culture starts from the attitude of personnel towards inclusive schools by supporting, continuing to complete infrastructure, accessibility and intensifying teacher training. Parents' responses to inclusive schools were happy and supportive because they helped with their children's education. Needs that need to be addressed by schools include planning the location, infrastructure according to the needs of students, and support from stakeholders. Efforts to develop an inclusive culture include self-development, extracurricular activities, character development, special activities and teacher training. Principals of schools providing inclusive education emphasize the value for school personnel to have confidence in carrying out their duties, high commitment, and enthusiasm to help the community get a decent education in an inclusive manner, which has an impact on the development of inclusive education in schools.

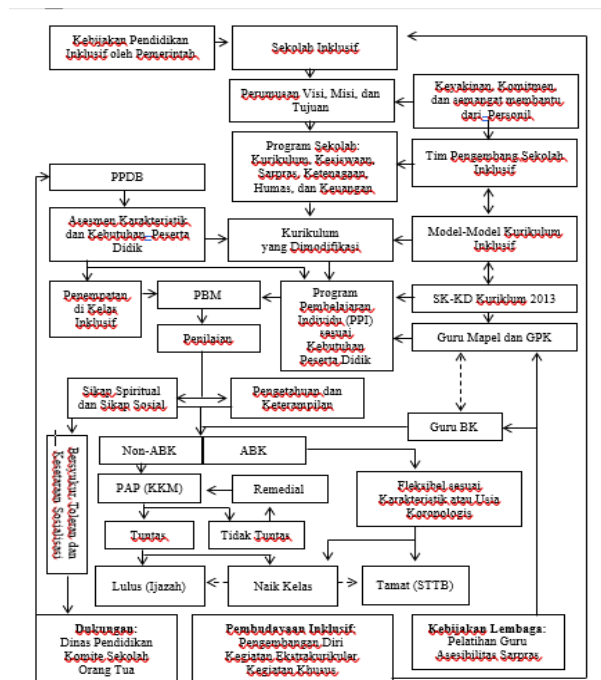


Figure 2. Final Findings on the Leadership of School Principals Providing Inclusive Education

Discussion

Principal leadership is a strategic position that includes managerial, instructional and cultural functions. The effectiveness of the principal's leadership in carrying out these tasks greatly determines the quality of education in the school he leads. In general, the main duties of school principals are regulated by National Education Minister Regulation Number 13 of 2007, namely as leaders, managers and school developers. The main tasks include (1) preparing school plans, such as the School Work Plan (RKS), School Activity Plan and Budget (RKAS), as well as annual and semester programs, (2) organizing school resources, such as teaching staff, educational staff, facilities and budget so that they are optimal, (4) leading the school in terms of utilizing resources, (5) carrying out monitoring and evaluation, and (6) carrying out school relations with the community, namely establishing partnerships with parents, school committees, the business world and the community. The principal's leadership strategy in inclusive school management is very important to create a learning environment that is friendly, supportive, and able to accommodate the needs of all students, including those with special needs. Principals as leaders play a key role in inspiring and motivating teachers and staff to support inclusion. This includes building a shared vision of inclusive education, modeling inclusive attitudes and empathy, encouraging innovation and collaboration between teachers (Ainscow, M., Booth, T., & Dyson, A; 2006).

1. Formulation of School Policies Providing Inclusive Education

This research found that the leadership of school principals providing inclusive education in Surabaya was based on inclusive education policies by the central government which were followed up by the Surabaya City government. On the basis of this appointment, the personnel organizing inclusive education in Surabaya believe and are committed to becoming an inclusive school to serve students with special needs and regular students. The school internally makes policies that support education services, there is no discrimination against students who have diverse characteristics according to their obstacles. The leadership of school principals providing inclusive education is guided by regulations regarding management standards by educational units. Inclusive schools are still guided by education management standards as quality assurance. Education management is the criteria regarding planning, implementation and supervision of educational activities at the education unit, district/city, provincial or national level in order to achieve efficiency and effectiveness in the implementation of education. The inclusive school program was designed by a development team at inclusive schools in Surabaya, including PPDB (student affairs), organizing the school environment and inclusive classes (infrastructure and infrastructure), preparing subject teachers, GPK, homeroom teachers and guidance and counseling teachers who understand inclusive classes (manpower), socializing inclusive schools and educating the community about ABK (through community relations), preparing a budget to prepare physical facilities. and inclusive learning according to the vision, mission and goals of inclusive schools (financial sector), and organizing the curriculum according to the needs of students (curriculum area).

This finding is in line with the results of Yusuf's (2012) research that the performance of inclusive school principals tends to increase. "However, this is different from the results of Prastiyono's research (2013) regarding the implementation of inclusive education at the Galuh Handayani School in Surabaya, that the implementation of inclusive education at the Galuh Handayani School in Surabaya is not fully optimal according to community expectations." Based on information also found by Prastiyono (2013), the causal factor is that the implementers from the education bureaucracy are less able to explain the contents of the policies contained in Permendiknas 70/2009 concerning Inclusive Education for Students who Have Disabilities and Have Special Intelligence and/or Talent Potential. Regarding these differences in findings, referring to Booth (2006), there are two factors that will influence success and failure in implementing inclusive education policies, including developing schools for all and supporting the values of diversity. Thus, it can be concluded that the differentiating factor is that school personnel providing inclusive education have the confidence to succeed in carrying out their duties, commitment to carrying out their mandate (duties) from the state, and enthusiasm to help the community's education (including ABK). Based on the discussion above, a proposition can be formulated that (1) if the government designates a particular school as providing inclusive education, then all school personnel will try to carry it out as well as possible, (2) if school personnel have confidence, commitment and enthusiasm to help the community get a decent education, then the implementation of inclusive education in a school can be carried out smoothly, and (3) if representatives of school stakeholders are involved in the inclusive school development team in preparing policies and programs, then the results will be more comprehensive and in line with the needs of students. If the formulation of school policies follows government policies, involves school stakeholders and is based on belief, commitment and enthusiasm for helping the community by school personnel, then the implementation of inclusive education can be carried out well.

2. Inclusive Curriculum Management in Schools Providing Inclusive Education

The principal's strategy in leading curriculum adjustments to be flexible and responsive to the needs of all students, such as: implementing Universal Design for Learning (UDL) principles, supporting the use of differentiated learning, providing alternative learning resources and assistive technology (Florian, L., & Black-Hawkins, K., 2011). The results of this research found that assessments of individual characteristics of students at schools providing inclusive education were carried out simultaneously with PPDB activities. If the school knows the initial data of the students, it can prepare the facilities or infrastructure at the school, so that the students get the right service. Furthermore, schools providing inclusive

education, after obtaining data on inclusive students, carry out placements. The assessment is carried out by schools providing inclusive education through psychological tests including intelligence tests (IQ), interest and talent tests. IQ test to measure students' basic abilities. The intelligence tests assessed include: understanding of problems, scope of knowledge, richness of language, ability to work with numbers, power of analysis and synthesis, power of abstraction, ability to remember, ability to speak well. Personality tests to measure the characteristics of a child. This test covers aspects of the Emotional Quotient (EQ), including: social adjustment, creativity and self-initiative, self-knowledge, self-awareness and impulse, perseverance, achievement motivation and empathy. The Aptitude Test is to measure the special abilities possessed by students from the aspects of intelligence (IQ) and EQ so that the interests and talents of each participant can be identified. The results of this research improve the findings of research conducted by Puspitawati (2013) that the management of regular learning classes is full, namely that students with special needs study together with regular students. The same finding was that students with special needs were arranged to sit at the front of the bench, making it easier for teachers to monitor students during PBM.

The findings in this research show that schools providing inclusive education pay attention to the idea of moderate inclusive education, or known as the Mainstreaming model (Foreman, 2008). Students with special needs are flexible in moving from one form of service to another, such as: (a) full regular class form, (b) regular class form with cluster, (c) regular class form with pull out, (d) regular class form with cluster and pull out, (e) special class form with various integrations, (f) full special class form in regular schools (Ermawati, 2008). From the description above, a proposition can be formulated that (1) if at the beginning of entering school an assessment is carried out on the students, then the needs of the students can be identified and types of services are prepared that suit the needs of the students, (2) if the school providing inclusive education provides facilities and infrastructure that are suitable for students both with ABK and non-ABK, then these students will feel comfortable participating in learning and have the opportunity to develop themselves, and (3) if the students are placed in classes whose layout takes into account conditions of students with special and regular needs, students can learn to develop their potential well. The findings of this research show that in schools providing inclusive education, the parties involved in the modified curriculum development team consist of class teachers, special education teachers, and other administrators in charge of curriculum. The curriculum is prepared by taking into account the conditions of students. Curriculum changes in schools providing inclusive education are carried out by the Inclusive School Development Team. The resulting curriculum is a modified curriculum. Modifications were made to aspects of objectives, sources, materials and media, methods, schedules and assessments.

Several considerations are used as the basis for modifying the curriculum in schools providing inclusive education, namely to adapt it to the abilities of students. For students with intellectual disabilities, teachers lower the curriculum. This means that when typical students in a class use the curriculum they should, students with intellectual disabilities reduce their learning material. The findings of this research support Hermanto (2010) that there are several learning models that can be developed by inclusive schools, namely the consultant model, teaming model, and coteaching model. The consultant model places teachers as freelance consultants, but also participates in designing assessments, developing materials, and modifying the curriculum. In relation to the Individual Learning Program Curriculum, it is a student's individual learning program which is structured based on his or her own abilities, methods and speed. With the help of PPI, individual students can gradually show increased learning abilities through certain approaches, attention, methods and actions. As a comparison, according to Hermanto (2010) there are several learning models that can be developed by inclusive schools, namely the consultant model, teaming model, and co-teaching model.

In relation to the development of a modified curriculum, inclusive schools have obstacles because the inclusive school curriculum needs to be developed specifically according to the characteristics of students (Praptiningrum, 2010). The inclusive education curriculum is a combination of the national curriculum and local curriculum, with an emphasis on essential material and is developed through a learning system that can stimulate and accommodate integrity between spiritual, logical, ethical and aesthetic development according to the level of potential of each student. The number of hours for each subject for all classes and all schools is the same, but the completion time is different, it can be accelerated or slowed down depending on the students' ability to understand the competency of the curriculum content and make the learning system effective. In general, it can be concluded that the management and development of an inclusive curriculum is as follows. The inclusive school development team or teachers make changes to the national curriculum into a modified curriculum based on the characteristics and needs of students. The modified national curriculum in inclusive schools is important regarding aspects of objectives, sources, materials, media, schedules and assessments. Teachers who teach in inclusive classes prepare themselves by compiling individual learning programs (PPI) taking into account the characteristics and needs of students. Implementation of the learning process with inclusive services begins with student mapping based on assessment results. Students are placed in classrooms prepared by the inclusive development team. Seating positions for ABK students are designed in the classroom so that they can interact with other non-ABK students. ABK students are also provided with seats close to the exit, close to the toilet, and close to their peer tutors. According to Olsen (2003) for children who need special education services, continuous support is provided in the form of minimal assistance in regular classes. Learning is given individually according to their needs.

The research results support the findings of Indriawati (2013) and Zakia (2015) that several inclusive schools still have a shortage of teachers, especially GPK. The existence of GPK is still felt to be a major problem, especially for schools that are located too far from SLB, because GPK are often SLB teachers who have special assignments. The special assignment of special school teachers is often still a problem because the policy regarding this matter has not been implemented properly. The assignment of GBK to inclusive schools is an additional assignment so it is not optimal (Zakia, 2016: 114). School principals as leaders need to initiate and facilitate, for example, training on inclusive education and special needs, regular workshops, mentoring and teacher learning communities, and continuous evaluation and improvement of competence (Mitchell, D., 2014). The discussion above strengthens the following conclusions about the management and development of inclusive learning practices. Learning services for students with special and regular needs are carried out collaboratively between subject teachers, special guidance teachers (GPK), guidance and counseling teachers, and homeroom teachers to develop students optimally according to their potential and characteristics. Teachers who receive intensive training on inclusive education can develop more effective implementation of inclusive education in their schools. If students in PBM have not been able to reach the set competency standards, subject teachers, GPK and BK teachers can provide additional services outside of regular PBM time. If the management of inclusive learning practices is carried out collaboratively between subject teachers, GPK, guidance and counseling teachers and trained homeroom teachers, students who take part in learning can develop optimally according to their potential and characteristics.

3. Assessment of Schools Providing Inclusive Education

It is important for school principals as leaders to establish indicators of success of inclusion, carry out routine monitoring and periodic reflection, use data for evidence-based decision making (OECD, 2012). The results of the research findings show that PBM is assessed to measure the success or achievement of students' competencies. The assessment format is the same, but indicators of competency achievement are differentiated between non-ABK students and ABK students. There are three domains assessed, namely spiritual attitudes and social attitudes, knowledge and skills. The prominent results of this value are the behavior of gratitude for the blessings of perfection (for regular students), accepting attitude (for GDPK), tolerance, mutual respect, mutual help and equality in socializing between students. Indicators of competency achievement in knowledge and skills aspects are differentiated between GDPK and regular. In inclusive Surabaya schools, students regularly measure their success using Minimum Completeness Criteria (KKM). In both schools, students who reach the KKM or above are declared promoted or graduated after taking the national exam. If they do not reach the KKM, non-ABK students take remedial learning until they reach the KKM. However, for ABK students, the assessment reference is flexible according to their characteristics or chronological age. GDPK who do not have academic (psychological) problems can join regular students. The findings of this research support Carington's (2014) statement that the dimensions of inclusive implementation practices include the sub-dimensions of implementing comprehensive learning and mobilizing resources. One sign is that there is an evaluation that contributes to the achievements of all students, class discipline is based on mutual respect, teachers design, teach, review in teamwork.

Based on the discussion above, the development of inclusive assessment can be summarized as follows. Students with special needs who have taken part in PBM can be assessed by paying attention to the GDPK and regular conditions. For regular students, the standards for assessing competency achievement use the KKM. Meanwhile, for students with special needs, the competency achievement assessment standards are the same as for regular students, but the assessment methods and weights are flexible according to the characteristics of the students. If students do not complete their competency or achieve less than the KKM, they are required to take remedial learning a maximum of 3 times to achieve the KKM. For students with special needs who have completed or reached the KKM according to their basic abilities. For students with special needs, the criteria for receiving special treatment is in the form of a grade promotion or completion of studies based on chronological age. The management of competency assessment for inclusive students is adjusted to the characteristics of students, namely students with special needs who have below average standard abilities based on chronological age, and regular students use the KKM for achieving national curriculum competencies.

4. Development of an Inclusive Culture in Schools Providing Inclusive Education

The principal as a leader plays a role in instilling inclusive values in school culture, for example: encouraging mutual respect and respect for differences, involving all school members in decision making regarding inclusion, and providing space for reflection and discussion about inclusive practices (Loreman, T., Deppeler, J., & Harvey, D., 2010). Ainscow (2006) and Carrington & Macarthur (2012), state that schools create a culture of inclusion, namely by building inclusive communities and creating inclusive values. Indications that a school builds a community are the following behaviors: everyone feels welcome, students help each other, teachers work together with each other, teachers and students treat each other with respect, there is a partnership between teachers and parents/guardians, teachers and the government work together well, and all local communities are involved in the school. Meanwhile, schools create inclusive values, with the following behavior: there are high expectations for all students, teachers, government, students and parents/guardians share the philosophy of inclusion, students have the same values, teachers and students treat each other as human beings and as their role holders, teachers try to eliminate barriers to learning and participation in all aspects of the school, and schools strive to minimize

all forms of discrimination.

The efforts of schools providing inclusive education to improve a culture of inclusion can be seen in self-development and extracurricular programs. Self-development is an activity that aims to provide opportunities for students to develop and express themselves according to the needs, talents, interests of each student in accordance with school conditions. Self-development activities of inclusive schools in Surabaya include guidance and counseling services, and cultivating spiritual attitudes and social attitudes. The rationale for cultivating spiritual attitudes and social attitudes is the context of life in Indonesian society, nation and state. For this reason, a character education system was built in accordance with Indonesia's socio-cultural context, which has *Bhinneka Tunggal Ika*, religious values and Pancasila. Culture that supports inclusive education, at Surabaya's inclusive schools also hold: (1) flag ceremonies, (2) internal flag ceremonies (Big National Results), (3) religious activities, (4) group prayers, (5) singing national songs and regional songs, (6) literacy programs, (7) social awareness, and (8) environmental/social care activities. Wiyata. This cultivation activity is held on a scheduled basis. Extracurricular activities are guided by teachers who have qualifications in their fields, followed by students with special and regular needs.

Future development of inclusive schools will involve inclusive culture, managerial improvements, and increasing stakeholder support. Inclusive culture includes activities related to students with special and regular needs for mutual tolerance and equal socialization (mutual respect, without discrimination). Leadership improvements are directed at improving teacher role models and abilities through consultation with inclusive and disability experts. The physical development and school environment continues to be directed at accessibility and ABK friendly. Stakeholder support continues to be sought. Support from the government in the form of policies and funding for inclusive schools continues to be guided. School committee support for school policies is maintained. Parental support for entrusting their children to study at inclusive schools is capital that needs to be maintained. Support from the Education Department and school supervisors for schools providing inclusive education is very much needed. The education department needs to hold training or workshops to improve teacher competency in inclusive schools and monitoring activities for inclusive education providers still need to be improved. These findings show that there are still many problems in the implementation of inclusive education. Problems with the implementation of inclusive education include perceptions of society and stakeholders that are still diverse, government policies that are not well socialized to policy makers at lower levels, limited supporting instruments provided by the government, attitudes and acceptance of society towards ABK that are not evenly distributed. All of this can result in less than optimal school performance in implementing inclusive education. To achieve effective and ideal school performance as an inclusive school, it is necessary to find fundamental solutions that can improve the performance of school principals and teachers in managing inclusive schools effectively and efficiently.

In connection with the explanation above, school personnel need to receive training on inclusive education first so that the development of schools providing inclusive education can be more effective and efficient. Parents of students and the community who receive socialization and education about inclusive education increase their acceptance and support for schools. Scouting, self-development and extracurricular activities (sports, arts and religion) need to be participated in by inclusive students so that inclusive school culture can run smoothly. Inclusive cultural management in inclusive schools can be developed if school personnel are trained and receive support from parents and the community by organizing scouting, self-development and extracurricular activities. In general, the results of this research support the statement of Ainscow (2006) and Carrington & Macarthur (2012) that institutionally, the efforts of schools providing inclusive education to develop themselves, the school discusses with the entire school community to review the school's vision to see whether the existing vision is in accordance with the implementation of inclusive schools. Then review each school personnel's understanding of inclusiveness and align their perceptions and goals regarding the implementation of inclusive schools. School principals in their leadership need extensive collaboration which is very necessary, including, working together with parents, psychologists, therapists, and the Education Department, forming an inclusion support team in the school, and fostering effective communication with the local community (Friend, M., & Cook, L.; 2010).

4. CONCLUSION

Schools providing inclusive education in Surabaya implement inclusive education based on appointment from the government. Confidence in being able to carry out their duties, high commitment, and enthusiasm to help people get a decent education, have an impact on the implementation of inclusive education in a school that can be carried out smoothly. The inclusive school development team or teachers changed the national curriculum into a modified curriculum. Curriculum changes are based on the characteristics and needs of students. Curriculum modifications involve aspects of objectives, sources, materials, media, schedules and assessments. Learning practices in schools providing inclusive education, both GDPK and regular, are carried out collaboratively between subject teachers, special guidance teachers (GPK), guidance and counseling teachers, and homeroom teachers. Collaborative teacher-guided learning can make students develop optimally according to their potential and characteristics. To measure the achievement of competency standards for inclusive students who have taken part in PBM, an assessment is carried out taking into account the characteristics of the students' services. For regular students, the competency achievement assessment standard uses KKM/PAP. For students with special needs, the competency achievement assessment standards are flexible according to

the characteristics of the students. The development of schools providing inclusive education can be more effective and efficient by providing training on inclusive education first to school personnel. Inclusive culture in schools providing inclusive education is carried out through classroom learning, scouting activities, self-development and extracurricular activities (sports, arts and religion) that all students can participate in according to their talents, interests.

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