

The Implementation of Inclusive Education for Children with Special Needs in Indonesia: A Case of Sidoarjo District in East Java

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Abstract:

This is an independent study at the Institute of Domestic Administration on the implementation of Inclusive Education for Children with Special Needs. It aims at examining and describing how special education is organized, the factors that influence it, as well as how to improve it in Sidoarjo District. The research was conducted at regional government work units, namely in the ranks of the Sidoarjo District Education Office in East Java Province. The study used the descriptive qualitative research method with an inductive approach. The data and information collection techniques were carried out by observation, interviews, documentation, and triangulation. Meanwhile, data analysis techniques were carried out by data reduction, analysis, presentation, and conclusion drawing or verification of research. Findings indicate that the implementation of special education in Sidoarjo District has been running in accordance with the provisions in place, but there are still some obstacles in its implementation that have not been handled properly by the Sidoarjo District Government, especially the Education Office's communication, resources use, dis- position and bureaucratic structure. There are efforts being made by the regional government to overcome obstacles in the provision of special education in Sidoarjo District like the provision of adequate budgets, continuous guidance of special guidance teachers, and continuous socialization of the initiative to the community whose children need special education.

Keywords: Special education; special education services; special needs children

Introduction

The State of the Republic of Indonesia is one of the countries that has a high commitment to efforts to educate its people. This commitment is proven and affirmed in the 1945 Constitution in Article 31 paragraph (1) that "every citizen has the right to receive teaching, and paragraph (2) that Education is a basic foundation and important essential aspect of human life. Education guarantees everyone to achieve the needs and goals they want.

The implementation of regional autonomy in a regional government is a very important

focal point in order to improve people's welfare. Local governments are given the opportunity to organize government affairs, both mandatory and optional. As stated in Law Number 23 of 2014 Article 12 Paragraph (1) which is a law in lieu of Law No. 32 of 2004 concerning the Regional Government and currently in force, states in part that:

Mandatory Government Affairs relating to Basic Services as referred to in Article 11 Paragraph(1) include: Education, Health, Public works and spatial planning, Public housing and residential areas; Peace, public order and community protection; and Social wellbeing of citizens.

Based on this explanation, education is one of the government's six mandatory basic services. Education which is one of the basic dimensions of human development in measuring the achievement of the Human Development Index(HDI), which can measure the qualifications of a country including developing, developed, or underdeveloped countries through measuring life expectancy, literacy, education and living standards. The role of education is needed for every human being from birth to the end of life (life long education). Therefore, the implementation of education is the spearhead of the quality of human resources which has a very large role in a country's development. Although the government's attention in the education sector is very large, in reality the world of education still faces many problems, one of which is education equity. These problems are related to educational equity that does not discriminate, namely the availability of educational service facilities for the disabled or people with disabilities or children with special needs whose numbers are not small. As it is known that Indonesian children with deficiencies and need special attention need to be given their rights and obtain justice while still receiving an education as they should. This is where the role of the government is very much needed to fight for their rights.

Sidoarjo District is one of the areas in East Java Province which renders huge attention to education services for children with special needs, especially inclusive education policies launched by the government. After the issuance of Minister of National Education Regulation No.70 of 2009 concerning Inclusive Education for Special Intelligence and / or Talent Potential Students, the Sidoarjo District government took positive steps in implementing what was mandated by the Ministry of Education, by appointing several pilot schools to implement the inclusive education system. This was the first step taken by the Regional Government of Sidoarjo District. Until 2011, Sidoarjo District Regulation Number 6 of 2011 was issued which regulates Special Education, which also contains guidelines on the implementation of inclusive education.

In 2013 the Sidoarjo District Government also launched a long-term vision to make it an exemplary District on Inclusive Education. The vision was successfully proven by its

success in getting awards for commitment and achievement in the implementation of inclusive education, one of which is the Inclusive Education Award, an award for the pioneers of the cultivation of inclusive education in Indonesia by the Indonesian Ministry of Education and Culture. Along with this fact Sidoarjo District has also been declared by the Government of East Java Province as a Pro-Inclusive District. Evidence of the form of the district's great attention to the implementation of inclusive education is its allocation of 25% of its total education funding in 2013 to the implementation of inclusive education in the district, which included the provision of facilities and infrastructure along with supporting resources for schools that have been designated as planners for the implementation of inclusive education.

In 2013 Sidoarjo District had 133 regular school institutions that had been appointed as providers of inclusive education consisting of 26 kinder garten/early childhood education, 69 elementary schools, 30 junior high schools and 5 high schools/vocational schools. This number is the largest number of schools in East Java with inclusive education. The East Java provincial government declared Sidoarjo District as the organizer of inclusive or Pro-Inclusive education. Of a total 133 educational institutions, students with special needs total to 1,226. Whereas in 2015 the latest data according to the Sidoarjo District Education Office noted that the overall number of institutions providing inclusive education had increased.

Table 1. Comparison of the Number of Inclusive Education in Sidoarjo District Year 2013

No.	Educational level	Number of Schools	Number of Schools designated as implementing Inclusive Education	Percentage
1	Kindergarten	82	39	47,52%
2	Elementary	520	69	13,46%
3	Junior High Sch.	55	20	36,4%
4	Senior High Sch	19	5	26,3%
Total		676	133	

Source: www.journal.unair.ac.id (accessed on December 27, 2015)

As is known, the implementation of inclusive education is a policy that consumes very large and major concentrations that also involve many parties. Therefore, the Sidoarjo District government must pay extra attention to the implementation process.

The model for the implementation of inclusive education in Sidoarjo is only limited to the implementation of an integrated school, where children who have special needs are just given the right to study in regular schools. Thus, students with special needs are more dependent on their own, because there are no special services or special programs prepared to for them. Where those inclusive schools should prioritize schools that adapt students with special needs, not the other way around, students with special needs adjust their schools. This is also based on the Minister of National Education Regulation No. 70 of 2009 in Article 7 which explains that everything from the inclusive education system always adapts to the needs of its students in accordance with the stipulated provisions.

On the other hand, regarding the facilities and infrastructure to facilitate students from the inclusive education policy program, it is also suspected that they are still uneven and incomplete. While the problem of educational support facilities has also been regulated and confirmed in the District Regulation No. 6 of 2011 which explains that facilities and infrastructure that support legal inclusive education activities are mandatory because it is one of the requirements of implementing inclusive education. On the basis of the background of the problem, this study formulates the problem as: 1. How is the provision of Special Education in Sidoarjo District, East Java Province? 2. What factors influence the implementation of Special Education in Sidoarjo District, East Java Province? 3. What are the efforts to improve the provision of Special Education in Sidoarjo District, East Java Province?

Literature Review

UNESCO initiated the principle of "Education for All", with the philosophy that education should be available to all, in all circles and levels regardless. Education must accommodate the diversity of needs of both normal students and those with special needs. The Education for All philosophy was born as a logical consequence of The Salamanca World Conference on Special Needs Education which emphasized the need for the implementation of inclusive and non-discriminatory education. According to Suron and Rizzo (1979), Children with Special Needs are "children who have differences in the state of important dimensions of their humanitarian functions. They are physically, psychologically, cognitively, or socially obstructed in achieving their goals / needs and potential to the fullest, so that they require the handling of trained professionals ". Delphie (2004: 1) notes that "Children with Special Needs can be referred to as Extraordinary Children in lieu of their special condition".

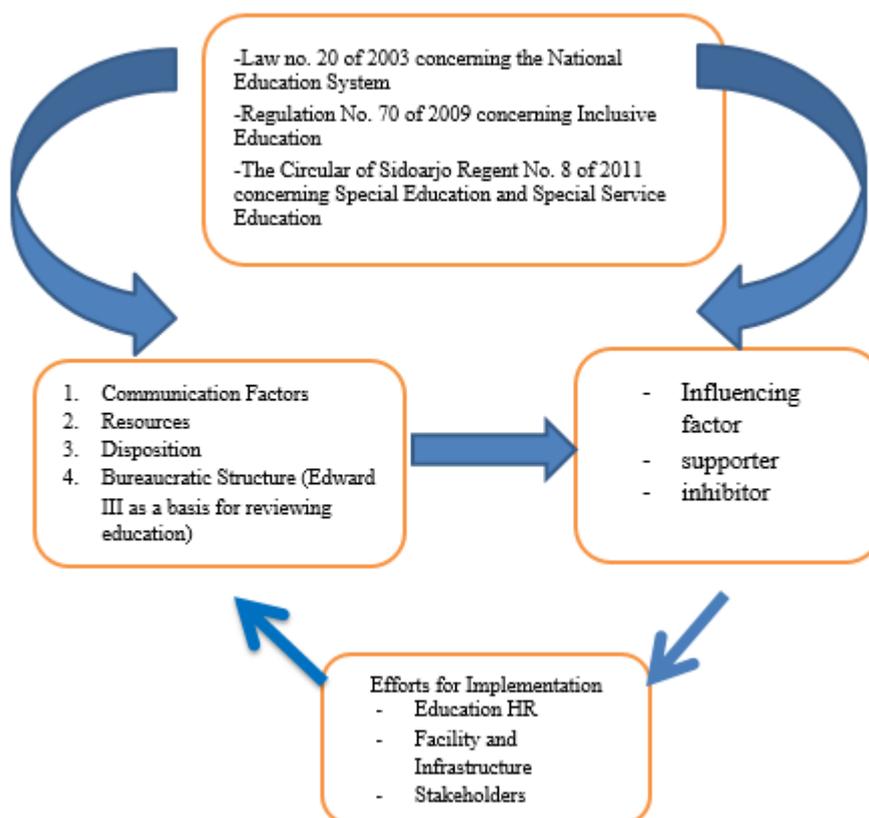
Delphie (2004: 2) notes that in Indonesia, children with special needs have developmental disorders and have been described as: 1. visually impaired (blind) 2. Children with hearing and speech impairments (deaf) 3. With developmental abilities 4. Children with physical or motoric conditions; 5. Children with maladjustment behavior 6. Children with autism 7.

Children with hyperactivity (attention deficit disorder with hyperactive) 8. Children with learning disability or specific learning disability 9. Children with multiple developmental disorders.

Basically, Children with Special Needs are children with some deficiencies / abnormalities that may be physical, mental intellectual, social or emotional; the need for special needs services is in accordance with these deficiencies / abnormalities. Efforts from the government to eliminate and avoid discrimination in education include organizing education that does not discriminate abnormalities and the level of intelligence possessed by students. This effort has been strengthened in Article 32 paragraph 1 of Law Number 20 of 2003 concerning the National Education System that "Special education is education for students who have difficulty in following the learning process due to physical, emotional, mental, social, and / or have special intelligence and talent potential." From this principle, the concept of non-discriminatory inclusive education emerged. Inclusive education in Indonesia itself has been regulated in Minister of National Education Regulation Number 70 of 2009 concerning Inclusive Education for Students Who Have Disabilities and Have Potential Intelligence and / or Special Talents.

The existence of education policies and concepts like this expects that regular schools can provide education not only for non-disabled (normal) children, but also education services for children with special needs in the form of inclusive education. There are several implementation models proposed by policy experts, but in this study George W. Edward III's theoretical concept was chosen because four variables could be used as dimensions to measure the success of policy implementation, namely communication, resources, disposition, and bureaucratic structure. The four dimensions are interconnected with each other, so achieving policy implementation performance needs intensive synergy and internalization. This Edward III Implementation Model will be the basis for reviewing the provision of Special Education in Sidoarjo District. While the influencing factors and improvement efforts will be studied based on empirical facts in the implementation of inclusive education.

Figure 1 Thinking Framework



METHOD

This study uses a qualitative design, which is more research aimed at achieving an in-depth understanding of a particular organization or event, rather than describing a part of a large sample of a population. This study also aims at providing explicit explanations of the structure, order and broad patterns found in a group of participants. Qualitative research is also called ethno-methodology or field research. This research also produces data on human groups in social settings. Qualitative research does not introduce treatment, or manipulate variables or carry out the operational definition of researchers regarding variables in the study participants. In contrast, qualitative research allows a meaning to emerge from the participants themselves. This research is more flexible in nature so it can be adapted to the existing setting. Concepts, data collection tools, and data collection methods can be adapted to the development of research.

Data analysis in this study was carried out by exploring the implementation of Inclusive Education policies for children with special needs in Sidoarjo District, East Java Province. The technique for analyzing the data itself was in three activities, namely:

- Data reduction, which is summarizing, choosing the main points, focusing on important things, then looking for themes and patterns.

- Data presentation, that is displaying data where in qualitative research, data is generally presented in the form of narrative texts

Drawing conclusions and verification, conclusions in qualitative research are new findings that have never before existed. Findings can be in the form of a description or description of an object that was previously dim or dark so that after being examined it becomes clear, can change causal or interactive relationships, or hypotheses or theories

ANALYSIS AND RESULTS

Inclusive Education Policy in Sidoarjo District

Sidoarjo District views inclusive education as an educational service that is intended to provide opportunities for all students who have abnormalities or have the potential for intelligence / talent, to take part in education or learning in an educational environment together with students in general without discrimination. In addition, inclusive education in Sidoarjo is expected to be able to be right and effective to optimize the individual potential possessed by children with special needs.

Presently, Sidoarjo District through the Education Office has appointed a total of 175 inclusive school organizers consisting of 23 Early Childhood Education (PAUD), 44 kindergartens (TK), 76 elementary schools (SD), 25 junior high schools (SMP) , 6 Senior High Schools (SMA) and 1 Vocational High School (SMK), which are spread in 18 sub-districts throughout Sidoarjo District. Then from all sub-districts in Sidoarjo District, Sidoarjo and Gedangan Subdistricts, have the most inclusive schools with a percentage of 14% of the total. The number of inclusive education in Sidoarjo District is as illustrated in the following table.

Table 2. Comparison of the Number of Inclusive Education in Districts

No.	Education Level	Number of schools	Number of Schools designated as implementing Inclusive Education	Percentage
1	PAUD/TK	82	67	81,7%
2	SD	520	76	14,6%
3	SMP	55	25	45,4%
4	SMA/SMK	19	7	36,8%
Total		676	175	25,8%

Source: Sidoarjo District Education Office 2016

Although some have implemented a system for implementing inclusive education in

accordance with applicable regulations, there are still many inclusion schools that have not been able to implement it properly and in accordance with the rules. Sometimes there is an inclusive school that only has 1 SPECIAL GUIDANCE TEACHERS person and more than 10 people with CHILDREN WITH SPECIAL NEEDS. Even though the effectiveness of learning can occur if 1 SPECIAL GUIDANCE TEACHERS person only handles 2 crew members. There are also several schools that do not yet have an organizational structure or special field that is intended to handle inclusion in an inclusive school. Even though there are still shortcomings, through the Sidoarjo District education office, it continues to vigorously improve the best inclusive education system in accordance with procedures and continue to increase the number of inclusive schools to achieve the objectives of the inclusive education policy.

Edward III in Widodo (2010: 96), "proposes four factors or variables that influence the success or failure of policy implementation.

Communication

The Sidoarjo District Education Office also uses various other media such as pamphlets, billboards, and banners as a means of socialization to the public. An inclusive school was also given an order by the Sidoarjo District Education Office to transmit further information to the school's internal environment, including all employees in the school's scope, students, and parents' guardian students. The process is carried out routinely every new school year through School Committee meetings. The school also collaborates with the county to disseminate inclusive education to the local community. But in general the policy implementers and the public have not really understood the actual concept regarding the implementation of inclusive education.

Clarity (Goal)

The results illustrate that even though the regional government in particular the Sidoarjo District Education Office, the clarity of the targets needed is felt to be lacking. There are still many implementing parties in schools and staff who do not understand and clearly understand the existence and model of the inclusive education policy. In addition, there are still many misunderstandings due to poor communication. Therefore, it is good for the regional government, especially the Sidoarjo District Education Office, to incessantly carry out in-depth communication efforts to all regions so that all parties understand about the implementation of the inclusive education policy.

Consistency

The implementation of Inclusive Education in Sidoarjo District has been adjusted to the applicable regulations. From 2009 to 2015 in its implementation had experienced a variety of unstable conditions and many versions of opinion. Responding to this, the Sidoarjo District

Education Office remained consistent with the regulations that were issued from the center. Even though there is still a change in implementation in the region, it will still try to remain consistent in adjusting to the applicable regulations. As explained by the Head of the Sidoarjo District Service, that "Inclusive Education in Sidoarjo indeed initially only selected a number of plotting schools or models with all the limited knowledge about inclusive education owned. Further explaining "gradually every year the government always adds or multiplies these inclusive schools and improves the quality and improves all errors in the implementation system of inclusive education policies in this district".

Resources

Human Resources (Educators)

The lack of pure special guidance teachers, who have special education qualifications, the majority of these teachers in the Sidoarjo District Education Office are regular teachers who have attended training / workshops, in other words not pure teaching staff with special education backgrounds. This resulted in many of them experiencing difficulties when carrying out their duties and functions, because the special guidance teachers from the regular teachers were still not too adapted to their new environment of handling of children with special needs.

The Sidoarjo District Education Office has attempted to facilitate the difficulties with a large number of trainings which in addition to working with the sub-district also collaborated with various child psychology institutions and Surabaya State University (UNESA). As said by Mr. Drs. Djoko Head of the Basic Education Division, on January 12, 2016, "the Education Office in this case has made various efforts, including conducting training for all the school administrators involved every quarter or every three months and providing training for special guidance teachers working with UNESA". According to a source from the Sidoarjo District Education Office, in 2015 there were 332 participants from all implementers of inclusive education policies consisting of special guidance teachers, class teachers, school supervisors, principals, even some lecturers were noted to have attended a training held by the Sidoarjo District Education Office who also worked with UNESA to guide the process of implementing the inclusive education policy.

Budget Resources

The condition of the budget and the stability of the process of implementing inclusive education in Sidoarjo District with its limitations so as not to experience a significant decline. The following is an overview of the budget owned by the Sidoarjo District Education Office from year to year related to the implementation of inclusive education obtained by the author through the interview process.

Table 3. Inclusion Education Budget 2013 to 2015

2013	Rp 900,000,000
2014	Rp 500,000,000
2015	Rp 443,000,000

Source: Sidoarjo District Education Office 2016

Limited financial resources (budget), will affect the success of policy implementation. In addition to the program that cannot be implemented optimally, the limited budget causes the disposition of policy actors to be low, even goal displacement will be carried out by the policy actors towards achieving the stated policy goals and objectives (Widodo, 2010: 101). Therefore, budgetary resources are very influential for the implementation of policies and it would be better if there were separate funds or budgets that could be used specifically for the implementation of inclusive education policies in the districts / cities.

Disposition

Acting Attitude

In fact, there are still many attitudes of policy implementers and people who are less able to accept the existence of inclusive education itself. The focus is on the mentality of the people and their sense of openness towards children who have special needs. Sometimes there are still policy implementers and people who think that children with special needs should be included in schools that are extraordinary and not mixed with normal students. This attitude can also be an obstacle in terms of communication factors, of course, which is one of the obstacles to the implementation of inclusive education policies in Sidoarjo District. This shows the lack of awareness of the policy implementers and the public about the importance of giving special attention to children with special needs, which basically they really need help from many groups. Automatically the form of socialization that exists in implementing policies and the community regarding awareness of inclusive education is still very lacking.

Commitment and Capability

The commitment of the Sidoarjo District Education Office can be seen from their efforts to maximally utilize existing resources amid all limitations, to be able to support the implementation of inclusive education as a whole. The absence of a special incentive for regular teachers who also serve as special guidance teachers Guidance Teachers in the implementation of inclusive education in Sidoarjo District has little effect on the magnitude of the Guidance Teachers' commitment. Their commitment arises on the basis of personal reasons, namely the existence of a sense of humanity and empathy for children with special needs, so that they are willing to carry out their additional tasks voluntarily.

Bureaucratic Structure

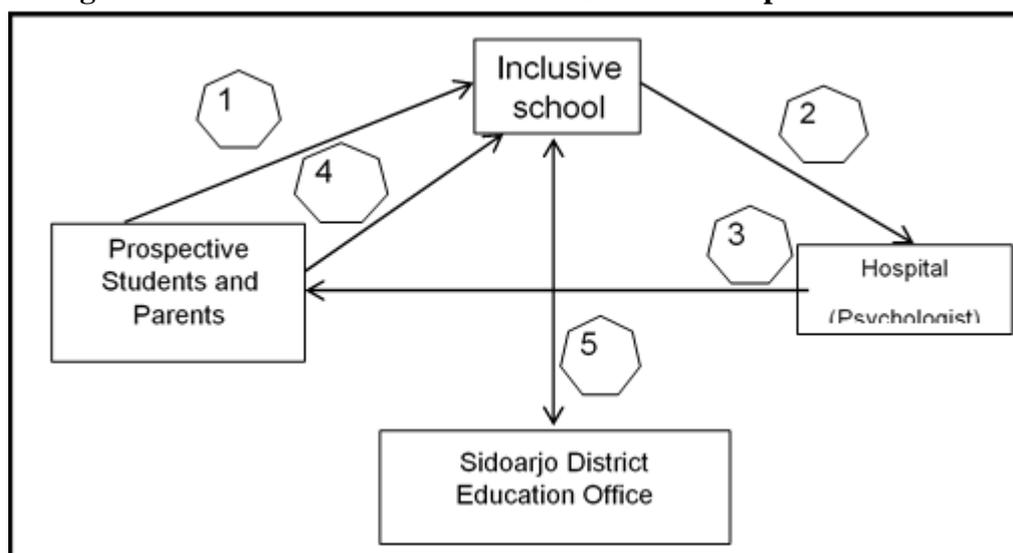
Fragmentation

The fragmentation subfactor here focuses more on the division of tasks and coordination between related institutions outside the Education Office in handling the implementation of inclusive education policies for children with special needs. That is the external coordination of the Education Office with the Sidoarjo District Hospital, Special Schools (SLB), East Java Provincial government, and the central government in Jakarta. Unity of orders goes as expected with reference to the organizational structure of implementing inclusive education in Sidoarjo District. If the implementation of inclusive education encounters problems, the implementers can refer to the guidebook or consultation with the relevant institutions.

Standard Operating Procedure

The Sidoarjo District Education Office appoints the Primary and Secondary Education Sector as the coordinator of the implementation of inclusive education through an inclusive working group (POKJA). The inclusive POKJA is a working group formed by the Sidoarjo District Education Office to function as a coordinator and administrative center for the implementation of inclusive education in Sidoarjo District. This working group is under the auspices of the Primary and Secondary Education Sector of the Sidoarjo District Education Office, but in carrying out its functions, the inclusive LWG also synergizes with the Field of Early Childhood Education (PAUD) and also the Field of Educators and Education Personnel. In addition to the LWG, the Education Office also gives special authority to the Resources Center (RC) and the Socialization Committee according to their respective main tasks and functions. In the process of New Student Admission especially for inclusive education for children with special needs, the Sidoarjo District Education Office has its own procedures, which are as follows:

figure 2. Procedure for Inclusive New Student Acceptance Process



Source: Sidoarjo District Education Office in 2015

Based on the results of the study, currently Sidoarjo District through the Education Office has appointed a total of 175 inclusive school organizers consisting of 23 Early Childhood Education (PAUD), 44 kindergartens (TK), 76 elementary schools (SD), 25 junior high schools (SMP), 7 Senior High Schools (SMA) and 1 Vocational High School (SMK), which are spread in 18 sub-districts throughout Sidoarjo District. Then from all sub-districts of Sidoarjo and Gedangan, they have the most inclusive organizer schools with a percentage of 14% of the total. The following is the state of distribution and the percentage of schools providing inclusion in Sidoarjo District.

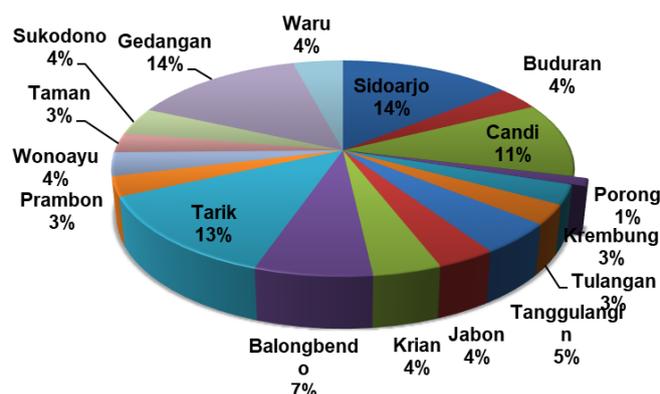
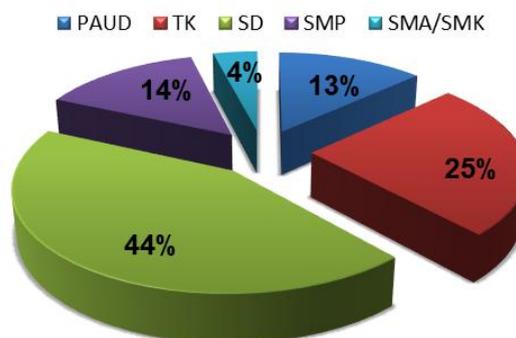


Figure 3 Distribution of Inclusive Schools in Sidoarjo District in 2016

Source: Processed from research results

Figure 4 Comparison of Inclusive Schools per Education Level 2016



Source: Processed from research results

When viewed from these provisions, the District is included in implementing the inclusive education policy. Even if judged, this district has experienced an increase and is far more developed than the minimum provisions.

Related to the Implementation of the Inclusive Education Policy in Sidoarjo District along with obstacles or constraints that occur and based on the conclusions obtained, the authors provide suggestions including:

We recommend that weaknesses and constraints that have occurred so far in the implementation of inclusive education policies must always be corrected and not just left by the government and policy implementers. Because even though slowly and only can run slowly, at least inclusive education that runs in Sidoarjo District not only develops but does not experience quality improvement. However, if these weaknesses and constraints can continue to be improved, even though the development of inclusive education is not progressing rapidly but has better quality from year to year.

The efforts made by the regional government, especially Sidoarjo District, should not be temporary, but the efforts carried out continue and continue with high commitment so that they can grow and improve the quality of inclusive education in Sidoarjo District. Then the need for local government efforts to be more active and maximize add connections to cooperation that can be done with outside parties in order to be able to help and provide opportunities to explore budgetary sources and improve the quality of inclusive education with global developments.

The need for more intensive socialization from the regional government and the Education Agency to both the executive committee and the community. Because this inclusive education policy is a fairly good innovation and needs to be understood by the whole community. If only inclusive education can spread to all regions, provinces and even Indonesia, it will automatically be able to change the mentality and personality of the Indonesian people towards awareness and tolerance of differences. Besides that, it can improve the quality of education in Indonesia.

CONCLUSION

Based on the analysis and discussion of the results of the research that the author describes in the article, conclusions can be drawn as follows:

Implementation of Special Education and Special Services in Sidoarjo District carried out by the Sidoarjo District Education Office is in accordance with the Minister of National Education Regulation Number 70 of 2009 and Sidoarjo District Regulation Number 6 of 2011. In addition, the successful implementation of inclusive education policies in Sidoarjo can be seen through several factors proposed by Edward III, namely:

These factors include transmission, clarity, and consistency have not been adequately understood carefully by the implementers of inclusive education both in terms of insight and understanding.

There are still many obstacles that occur including those related to human resource sub factors or special guidance teachers), budget resources, and resources for facilities or

infrastructure facilities in implementing inclusive education policies.

The tendency of implementers in implementing inclusive education policies for children with special needs in Sidoarjo District is still lacking and not all parties, both policy implementers and the public, have awareness and can support well. So that the implementation of inclusive education policies has not been able to run well because sometimes there are still many debates in it even though only a small portion.

The existence of hierarchical relations and the strict division of responsibilities among the executive committee causes the dimensions of the bureaucratic structure to be categorized as good. In the implementation of inclusive education policies that have been explained from 4 dimensions according to Edward III's theory and based on observations of the survey results, the author can find several supporting factors and obstacles that occur, among others:

Very high commitment from the local government, especially the Sidoarjo District Education Office in implementing inclusive education policies.

The organizational structure is categorized as being able to be directed and running well even though it cannot yet stand alone, especially inclusive education.

Poor communication related to the issue of socialization and the provision of knowledge insights related to the implementation of inclusive education so that it can lead to misunderstandings about the information obtained. The quality, quantity and awareness of Special Guidance Teachers that are lacking in the process of implementing inclusive education are considered to be less comparable to the growth of increasingly developing inclusive schools in Sidoarjo District.

Inadequate and limited budget resources that can also affect the availability of facilities and infrastructure that can support the implementation of inclusive education in Sidoarjo District. Lack of awareness of policy implementers, parents and the public about the importance of inclusive education for children with special needs and there are still many schools that are not ready to implement the policy.

Based on the inhibiting factors, the regional government, especially the Sidoarjo District Education Office has made several efforts to overcome the possible obstacles or obstacles that occur in the implementation of inclusive education policies, namely: In-depth socialization of policy implementers and the outside community towards the system of implementing inclusive education policies and their current existence.

Fostering special counseling teachers continuously through various trainings and training, this is so that the teachers can maintain their quality as a teacher that is different from the

teacher in general.

Providing an adequate budget for activities through efforts to submit a special budget for the implementation of inclusive education policies in the East Java provincial government and the central government in Jakarta, with the view that when the budget is inadequate, activities will be hampered.

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