

Education Policy and Implementation in Inclusion, CBI, PAUD and BHP

by

Rohmani Nur Indah

A Revised Presentation Paper for

Education Horizon

Supervised by

Prof. Hj. Kasihani Kasbolah E. S., Ph.D



**DOCTORATE PROGRAM OF ENGLISH LANGUAGE TEACHING
STATE UNIVERSITY OF MALANG
2011**

POINTS OF REVISION:

No.	Page	Suggested Revision
1.	3	Explain section 3 of Education Minister Regulation no. 70/2009
2.	5	The problem faced by the teacher needs to be explained. If it is the same with the school element, it can be added in the coloumn.
3.	8	Explain how the special education needed by the gifted children differs from the special education which is commonly dedicated for handicapped children.
4.	10	Give example of factual PAUD implementation to give evidence for real practice
5.	10	Comment on the fact that now the number of students on kindergarten school is decreasing because of PAUD
6.	11	Elaborate the discussion on the education policy and implementation at tertiary level

**Education Policy and Implementation
in Inclusion, CBI, PAUD and BHP**
Rohmani Nur Indah

Education policy and its implementation discussed in this paper consist of:

- (1.) Inclusion; (2.) CBI/*Cerdas Bakat Istimewa* (gifted children education);
(3.) PAUD/*Pendidikan Anak Usia Dini* (pre-school education); (4.) BHP

1. Inclusion

A. The Policy on Inclusive Education

Education Minister Regulation no. 70/2009

Section 1: Inclusive education is the system of education practice in which those with exceptions physically, mentally and socially or those with special talent are given opportunities to obtain education or to learn together with common students.

Section 2: The goal of inclusive education is to give broad opportunities for those with exceptions physically, mentally and socially or those with special talent to obtain qualified education based on their need and abilities.

Section 3: The students with exceptions physically, mentally and socially have the right to join inclusive education. Those are with exceptions such as: blind, deaf, mute, learning disabled, handicapped or drug abused.

Section 4: The local government assigns at least 1 (one) primary school, and 1 (one) junior high school of each district and 1 (one) *satuan pendidikan menengah* to conduct inclusive education which must accept students with exceptions characteristics as mentioned in Section 3.

B. The Implementation of Inclusive Education

The sections above are interesting to highlight. The regulation was issued in 2009, four years after *Dinas Pendidikan* Malang started the preparation for inclusive education in some schools such as SDN Percobaan 1 and SDN

Sumbersari I-III-IV¹. The first idea on the need of inclusive education was issued in the first symposium of Autism in Jakarta, August 1997, twelve years before it finally becomes a regulation. It seems that the progress of the concern toward the education of the children with special need is like the race of snails, too slow. However, it is better than no regulation at all. At least it has reflected a growing awareness among legislators and educators that separating children with disabilities from children without disabilities constitutes unequal education.

The term *inclusion* became widespread in the world since 1990. It is the process of allowing all children the opportunity to fully participate in regular classroom activities regardless of disability. It involves providing a variety of activities and experiences so that all students can participate and be successful in the regular classroom of the neighborhood school. Yet, in the section 4 it can be inferred that not all schools are ready to apply inclusive education. Each school also limits the acceptance of the special need students due to several reasons. This means that the opportunity given is not as broad as what is stated in the section 2.

In comprehensive term, inclusion emphasizes on specially designed activities that engage all students collectively. This is not an easy job for the classroom teachers in Indonesia context where commonly the primary schools have big classes consisting of more than 40 students in each class. For example, if a student suffers from a physical disability that makes it difficult for her to write, her teacher may encourage her to tell a story aloud in class and then ask other students to write an essay based on that story. This strongly needs teacher's creativity, therefore not many teachers agree to the practice of inclusive education although their schools have been assigned by the local official of education².

Inclusive education results in additional school responsibility such as preparing special evaluation related to the student abilities. Not only the evaluation, but also the certificates given to the students are specially designed by the local education official³. This means if a student does the National Exam with

¹¹ Shofwan, Seminar Pendidikan "Prospek Pendidikan Anak Autisme dan Kebutuhan Khusus dalam Memperoleh Kesempatan Pendidikan" Hotel Pelangi Malang, 24 September 2005.

² Based on interview to some teachers of primary schools in Malang. Even the existence of shadow teacher is helpful both for the student and the classroomteacher, the disagreement still appears from the school committee.

³ Jawa Pos, Saturday February 12th, 2011

assistance of a shadow teacher, his certificate will be different from those doing the exam without any assistance. In this case, the assistance is only given to simplify the understanding of the test item. For instance: a child with PDD-NOS might find it difficult to understand the instruction: *Jawablah soal berikut berdasarkan gambar di atas*. He would say there's nothing above, and asking what follows it because he understands better by using visual instruction like arrow sign. Such a visual boy need to work hard to deal with language problems, but is it fair that his big effort appreciated by discrimination in the result?

In the history of US education, some children have been separated, segregated, or excluded from regular classrooms for a variety of reasons⁴. Unfortunately, this is not yet a history in Indonesian education. Until today, many parents report in mailing list Puterakembara that they need to lie so that their children can be accepted in regular classrooms, even they need to bribe the headmaster to convince the school committee for letting their children stay in the school despite the difficulties and controversies. The question is: Can the education policy make difference for those unfortunate parents and children?

Right now the implementation of inclusion policy is still on the stage where only children with mild disabilities can be placed into the regular classroom environment. Although in the regulation in section 2 the criteria of disabilities have been listed and in section 3 it is a must for the schools to accept them, children with severe disabilities still cannot be accepted. Such schools worry that the children may disrupt school activities or require excessive amount of class time. They worry that inclusive education slows the progress of both for students with disabilities and for their non-disabled peers.

The following is a summary (taken from many resources) of the obstacle of the implementation and some recommendation to overcome the problems:

⁴ Stainback, Susan Bray. Microsoft Encarta 2009. Microsoft Corporation.

Elements	Problems	Recommendation
Schools and teachers	<ul style="list-style-type: none"> • Lack of information on autism and children with special needs • Worry that the children disturb teaching process • Uncomfortable because of existing shadow teacher • Worry that the curriculum target cannot be achieved • Pressured by the school committee • Worry that it influences school credibility of exam score average • The inclusion has not been well coordinated with education official, no serious support given 	<ul style="list-style-type: none"> • Coordinate more with education officials of the local government to get more support and integrated training for teachers in corporation with schools for children with special needs • The school should observe more carefully the children's ability and disability before accepting them by coordinating with the special school to conduct screening and pre-evaluation. • Collaborate with special school when finding children with the disabilities and special need.
Parents	<ul style="list-style-type: none"> • Worry that their children cannot study at regular school, while they cannot afford special education. • Assume that joining regular classroom means total recovery of the children and no need to continue the therapy. • Deal with more responsibilities to convince other parents that their children are not trouble maker 	<ul style="list-style-type: none"> • Not to uncover the children's condition since this will not either facilitate or comfort them. • Continue the therapy as long as the children still need it • Coordinate with the special school to help communicating about the children's difficulties to the school.
Special schools	<ul style="list-style-type: none"> • Fail to convince parents on the need to continue therapy • Cannot accept all students because of the limited number of teachers • Because of limited support from the government, cannot provide affordable education for those from low economic level 	<ul style="list-style-type: none"> • Support the local government to socialize autism and children with special needs • Together with the community conduct fund raising for helping children from low economic level • Make recommendation to education official to develop the quality of inclusive education

2. CBI (education for gifted children)

A. The Policy on Inclusive Education

Education Minister Regulation no. 70/2009

Section 5: The acceptance of students with disabilities and with special talent/gifted children considers the school's resources. It is allotted for those children at minimum 1 student in 1 learning group to be accepted. If it exceeds the period given, the school can accept normal student to fill the allotment.

In addition to the section mentioned above, the policy related to CBI is similar to inclusion part, except in section 3 there is no explanation on the criteria of CBI.

B. The Implementation of Education for Gifted Children

Education of Gifted Students, area in the field of special education concerned with the instruction of students who have exceptionally high abilities. Giftedness is exceptionally advanced performance or the potential for outstanding performance in intellectual, creative, leadership, artistic, or specific academic fields. In Indonesia, there is no factual information concerning the exact number of the gifted children.

Gifted children belong to children with special needs. Educators believe that they require special education services because their learning needs differ significantly from those of the general population. They learn more rapidly and are able to understand more abstract and complex ideas. They are also able to transform existing knowledge into new and useful forms, and to create new knowledge recognized for its originality, complexity, and elegance. However, such children may perform distinct behavior just like those with autism. Because of their abnormal intelligence and awkward behavior, people commonly assumed that they are naughty and difficult to handle⁵. As

⁵ Pramono, Amelia. *Tinjauan Psikologis mempersiapkan Anak Autisme dan Kebutuhan Khusus Memasuki Sekolah Umum*. Seminar Pendidikan. Hotel Pelangi 24 September 2005.

creative children, they like to tease and disturb other person, tend to be unsatisfied to everything, get bored easily and like to explore anything.

Special education services and facilities for gifted children may enhance these abilities. In this case, the service is given not similarly with the common special education for handicapped children as it involves more complex curriculum and facilities. In addition, some gifted learners may require special counseling services to address social or emotional adjustment issues that are complicated by their exceptional abilities. Unfortunately, such education services are not always accessible moreover for those coming from low economic level.

Gifted children may study a specially modified curriculum or may progress through academic subjects at an accelerated pace. Acceleration involves adapting education programs so that students may progress through particular subject material quicker than usual. These modifications may take place within the regular classroom setting or they may involve changing the child's placement in school. Some gifted children gain early entrance to kindergarten, skip grades, enter college earlier than usual, or take specific courses with older children. Ideal programs for gifted students consider the individual needs of children and offer multiple options for services. These programs generally involve both advanced course materials and acceleration.

Many educators advocate placing gifted students in regular classrooms with students of diverse ability levels, an educational method known as inclusion. However, considerable evidence suggests that regular classroom teachers do not receive the training and support to appropriately modify the curriculum to meet the needs of gifted students. Many educators also claim that minorities and economically disadvantaged children are underrepresented in educational programs for gifted students. At the same time, limited funding for education in general restricts efforts to nurture the talents of all gifted children⁶.

Based on an interview to two parents of gifted children (diagnosed as high functioning Asperger) in Malang, the practice of inclusive education to some extent affects the children's psychological development. Unfortunately the school

⁶ This phenomenon also happens in US as reported by Callahan, Carolyn M. in Microsoft Encarta 2009. Microsoft Corporation.

teachers do not understand the psychology of gifted children. They make use of the children's academic superiority for the benefit of the school's credibility. While the gifted children have swinging mood, the teachers demand that they not get score less than 9. In this case, the children's psychological development is ignored by the school and it becomes another burden for the parents.

3. PAUD (pre-school education)

A. The Policy on PAUD

UU – RI no. 20/2003

Section 1.14: PAUD is guiding children since they were born until six years old by giving learning stimuli to help their physical and spiritual growth and development so that they are getting ready for continuing to further study.

Education Minister Regulation no. 58/2009

Section 1: The standard of PAUD consists of formal and non-formal education on:

- a. The standard of development achievement level
- b. The standard of educators and practitioners
- c. The standard of the content, process and evaluation; and
- d. The standard of the facilities, management and finance.

Education Minister Regulation no. 17/2010

Section 61: The objectives of PAUD are:

- a. Establishing the bases for developing the student's potency to be faithful human to his God, perform supreme character, noble in personality, healthy, skillful, critical, creative, innovative, independent, self-confident, and become a citizen who is democratic and responsible; and

- b. Developing the potency of spiritual, intellectual, emotional, kynesthetic, and social intelligence in his golden period of development in educative fun playing environment.

Section 66.2: The learning program in kindergarten is in learning context to develop religion and supreme character, social and personality, orientation and introduction to knowledge and technology, esthetic learning, physical, sport and health.

B. The Implementation of Pre-School Education

The implementation of UU-RI no. 20/2003 that pre-school education is given since infant, means that it is the responsibility of all elements including parents, family and community. The guidance is not only given by the mother or relatives as a form of informal education, but also day care center or play group as non formal education. Meanwhile, the formal education is given in kindergarten like TK, RA or the like.

Although PAUD is not prerequisite education before enrolling to primary school, many educators have found that children who have been enrolled in preschool centers develop positive self-concepts and basic understandings and skills that make them better able to apply their efforts to intellectual tasks when they enter primary school.

The standard of achievement development level is socialized to parents in the forum like BKB (*Bina Keluarga Balita*) conducted regularly during the implementation of non-formal PAUD or the playgroup with community-based management.

Concerning the standard of educators and practitioner, certain qualification should be fulfilled for instance High School graduates; having personality, professional, managerial and social competence.

The content of the learning program depends on the group of age such as 0-2, 2-4, and 4-6. Different groups have different number of meetings and duration. For formal PAUD the maximum class size is 20 students for each teacher, while for non-formal PAUD the number of students is more flexible. The

ideal proportion between teacher and students is 1: 5 (0-2 years); 1: 8 (2-4 years); 1:12 (4-6 years).

The challenge of today's PAUD is to equip the teachers with more education competence such as planning and developing learning program which is based on student's individual need, interest and abilities; integrating the principle of PAUD education namely health, nutrition, educating, protecting and care-giving; conduct learning by playing and not being trapped into premature literacy education; and identifying children with special needs.

Another problem occurring as the effect of the implementation of PAUD is the decreasing input of kindergarten school. Parents who cannot afford the kindergarten school fee prefer to skip it because joining PAUD is more economical as it is not charged. We cannot blame parents for basic education should be the right of every children and therefore there is no need to charge them for this.

Based on an interview to two teachers of TK Muslimat Summersari and Aisyiyah Bustanul Athfal Summersari, it can be inferred that there is negative correlation between the students number in PAUD and in TK or BA. This means that the more students joining PAUD the lessening number of those enroll to TK or ABA will be. There are more parents enrolling their children only for joining the second year of the kindergarten school to strengthen their literacy level or just to get sertificate before enrolling to primary education.

4. BHP (*Badan Hukum Pendidikan*)

A. The Policy on BHP

UU RI No. 9/2009

Section 1.1: BHP is law board to carry out formal education.

Section 4.1: The independent funding management of BHP is non-profit oriented so that all the funding is invested to the activities in BHP to improve the quality of education service.

B. The Implementation of BHP

BHP is a controversial as it is opposed by education experts and practitioners. They assume that it concerns with neo-liberal issue to eliminate the government obligation to be responsible for educating all citizens by providing qualified education facilities. Private institution may also seek higher profit causing more limitation on qualified accessible education which is affordable for those from economic low level.

As it is confronted by many other parties, the process of completing the law on BHP took four years. Finally, on March 31, 2010, the policy on BHP was rejected by *Mahkamah Konstitusi Republik Indonesia*. This is based on the reason that it is not in line with the relevant law or regulation. Furthermore, the policy on BHP does not contribute anything toward the effort to augment the learners' quality. Another effect of BHP is the uniformity made on the diversity of education institution in Indonesia. Therefore, the policy on BHP violates UUD 1945 and rejected for the sake of law establishment.