THE DEVELOPMENT OF INCLUSIVE EDUCATION MANAGEMENT MODEL TO IMPROVE PRINCIPALS AND TEACHERS PERFORMANCE IN ELEMENTARY SCHOOLS

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Abstract
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The purpose of this study was to (1) describe the current condition of implementation of inclusive education in primary schools, (2) to develop a model of inclusive education management, and (3) to examine the effectiveness of the management model of inclusive education in primary schools. Method of Research and Development (R & D) was used in this study, with the following stages: (1) a preliminary study to see the existing implementation of inclusive education in elementary schools through literature review and field study, (2) developing a model of inclusive education management, and (3) examining the effectiveness of inclusive education management model. This research was conducted in 51 inclusive schools located in four districts namely; Surakarta, Boyolali, Sukoharjo, and Karanganyar. The subject of this research consisted of principals, class teachers, students with special needs education (SNE), students without SNE, and school committee. The results of the preliminary study concluded (1) the use of existing performance indicators principals and teachers, the implementation of inclusive education in primary schools did not meet the expected criteria, (2) one of the most widely perceived obstacle is the unavailability of standardized management of inclusive schools, (3) response of the school committee, students with SNE, and students without SNE to inclusive education category is quite positive, (4) the inclusive schools did not run functions and aspects of school management adequately, (5) the schools urgently needed guide management of inclusive education. The final product of the development of inclusive education management model requires that inclusive schools run the four functions of management; planning, organizing, implementing, and controlling, by combining the nine aspects of school management in terms of institutional management, curriculum, teaching process, evaluation, student, facilities, human resources, public participation and financing. To run the management model of inclusive education effectively, guide book on inclusive education management should be provided. The result of the evaluation by principals and teachers indicated that inclusive education management model was very effective. From the result, it is recommended that the guide book be disseminated for use as a guideline in the management of inclusive education in elementary schools in Indonesia.

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INTRODUCTION

Inclusive education has developed rapidly throughout world. Inclusive education is one of international agenda in the attempt *Education for All* (EFA). From many sources it can be found that in Southern countries, 90-98% disabled children (thereafter called children with special needs or CWSN) have attended education inclusively. Only few (2-10%) children attended education in segregation in special schools. Inclusive education model can be believed as one of policies in implementing the concept of Education for All (Miles & Singal, 2010).

Inclusive education has been UNESCO's main agenda to ensure that no neglected child to get his/her right to accessing high-quality education (UNESCO, 1994). UNESCO's statement then became an international consensus in *Millennium Development Goals* (MDGs) that in 2015 all boys and girls without exception, including the disabled, should get education access. Inclusive education is an innovative and strategic approach to broaden education access for all children, including the disabled.

In some countries that have implemented inclusive education, inclusive is defined broadly in the context of school culture emphasizing on how the school, class, and curriculum structure are designed for all children to make them attending learning and developing optimally (Kugelmass, 2004). Salamanca (1994) suggested that regular school with inclusive orientation is the most effective method of fighting against discriminative attitude, of creating an opened community, of building an inclusive community and of extending the effective education to majority children and of improving the efficiency thereby suppressing the cost for entire education system. Special class, special school or other forms of segregation for disabled children from their regular environment is carried out when the essence or disability level is in such a way that the education in regular class

using special aid and special service cannot be achieved satisfactorily (Stubss, 2002).

In Indonesia, until 2012 the education for CWSN only accounted for 35%, the rest of 65% had not obtained education access yet (Wamendikbud, 2012). Out of this number, about 12% studied in inclusive school and the rest (88%) in Special School (Yusuf, 2012). Corresponding to the Law No. 20 of 2003 about National Education System, the citizens with physical, mental, intellectual, emotional and social disorders, and with special intelligence and talent, deserve special education. Special education is provided to CWSN in special school or in regular school inclusively.

The implication of legislation enabling the CWSN to attend education inclusively in regular school requires the readiness from all stakeholders of school (headmaster, teacher, parents, CWSN and non-CWSN students). It is because in the implementation of inclusive education, many things should be adjusted, one of which is an adjustment of school management.

The performance of headmasters and teachers in the implementation of inclusive education is highly determined by their understanding and awareness of inclusive education. Yusuf and Indianto (2010) found that average performance score of Headmaster in inclusive education implementation is in medium category, even 28.11% headmasters and 16.5% teachers are in low categories. Two years since the first study, the performance of Headmasters and Teachers in fact had not changed yet. Yusuf (2012) found that the performance of Headmasters is on average still in medium category, even 23.5% in low category. Meanwhile, the performance of teachers is also moderate, on average, even 33% in low category. To improve headmasters' and teachers' understanding and awareness of inclusive education implementation, an inclusive education management model should be developed.

Inclusive education management involves at least two main points: school management is the headmaster's area and responsibility, and class management is the class teacher's area and responsibility. The intended inclusive education management is a school and class management system in regular school in which there area diverse students, both those with and those without special needs, who follow collectively the education and learning process inclusively. The consequence of diverse student condition, the school is required to carry out adaptation process, whether in curriculum, learning, assessment, analysis, and infrastructure, adjusted with the individual students' need and constraints.

The development of inclusive education management model in Elementary School becomes very important to guiding the Headmasters and Teachers implement the inclusive education. Through inclusive education management model, the school will obtain a description on how to plan, to organize, to implement and to control all aspects of school management from institutional, curriculum and learning, assessment, student, infrastructure, public participation and financing. By applying the inclusive education management mode, Headmasters and Teachers are expected to implement inclusive education effectively and efficiently. Considering the underlying thought, the problems are formulated as follows:

1. What is inclusive education implementation in Elementary School today?
2. What is the effective inclusive education management model to be applied in Elementary School?
3. How effective is the inclusive education management model in Elementary School developed in this study?

THEORETICAL FOUNDATION

Inclusive Education Paradigm

Barnes and Mercer (2003) stated that there are two recognized education paradigms for CWSN in the world: medical and social. Medical paradigm is the old one dominating the public perspective on CWSN. The children with disability are considered as medical problems as a result of physical and mental deficiency or impairment, and for that reasons they should be 'healed'. Such the perspective is called 'personal tragedy theory', individual model or medical model (Oliver, 1990; Barnes & Mercer, 2003). The essences of such medical perspective are (1) disability is a problem at individual level (individual model); (2) disability is equated with physical/mental deficiency or limitation; (3) solutions considered as most appropriate for dealing with disability are medical, psychological, and psychiatric intervention; and (4) the education suitable for CWSN is the segregating one, separated from their peer community.

New paradigm arises as a protest against injustice and discriminative treatment as the result of medical perspective on disability. Around 1976 UPIAS (Union of Physically Impaired against Segregation), an English Organization for the Disableds, raised a new idea that disability is a problem resulting from environmental and social barriers. Disability is limited activity due to contemporary community organization that does not or pays very little attention to individuals with physical limitation and even then isolates them from social activities (UPIAS, in Ro'fah, et al., 2010).

This UPIAS's perception was then developed further by the scientists with disability in UK, such as Michael Oliver (1990), Finkelstein (1993), and Colin Barnes (2003) into a new paradigm called social model of disability, thereafter called social paradigm widely. This new approach believes that environment factor and social organization are

the keys to education for the disabled (CWSN). If environmental condition and social organization can be modified in such away that enables every child to get suitable and deserved education access and service, CWSN will grow and develop optimally like other children generally.

The implication of shifting paradigm of education for CWSN is that education system of CWSN shift from segregating to inclusive system. Segregating system is the education system catering CWSN separately from peer group community in which they are catered educationally by their type of disability in special school. Inclusive education is the system providing all children without exception (CWSN and non-CWSN) the equal opportunity of attending education in regular schools corresponding to their potency, constraint, and special needs. This system prioritizes the physical, social and academic integration for all children and requires the school to adapt to different needs of diverse students (Yi Ding, 2006).

In Indonesia, there are some regulation to which the inclusive education development can refer. Law No. 20 of 2003 about National Education System, among other explains: in article 5 clause (1) that "Every citizen has equal right to obtaining high-quality education, in clause (2) that: "The citizen with physical, emotional, mental, intellectual and/or social impairment deserves special education'. Special education can be held in both special school and regular school inclusively (see the explanation of Article 15). The National Education Minister's Regulation Number 70 of 2009 about Inclusive education mentions that Inclusive Education is an education organization system providing all students with disability and special intelligence and/or aptitude potency the opportunity of attending education or learning in educational environment collectively along with the common students (article 1).

Inclusive Education Management

One implication of the inclusive education application in regular school is the need for adjustment in school management. The organization of school with homogeneous students will be different from that with heterogeneous students. The philosophy of inclusive education requires that all children without exception deserve education service in regular school; therefore, inclusive education management by means of adjustment at learning class level alone is not enough. Inclusive education covers a very broad aspect including school culture. For that reasons, the inclusive education management is an education system involving all aspects of school management (curriculum, learning, assessment, student affairs, staffing, infrastructure, public participation and funding), and school management function (planning, organizing, actuating & controlling).

Inclusive education management is "*A model of school organization to optimize in using all of the school resources to implement the basic values and principles of inclusive education so accessible to all children, ranging from organizational, curriculum, learning process, evaluation, educator, and administrator, facilities or infrastructure and financial aspect, to achieve optimal learning outcomes for all children*' (Yusuf, 2011). Strieker et.al. (2001) in their books entitled *Determining Policy Support for Inclusive Schools, Consortium on Inclusive Schooling Practices*, developed an inclusive school management model encompassing 6 components or aspect supporting the success of inclusive school: (1) curriculum, (2) accountability, (3) assessment, (4) professional development, (5) funding, (6) governance & administrative strategies. From those six aspects, Consortium on Inclusive Schooling Practice developed inclusive school instrument/questionnaire.

From function aspects, the school management, according to Terry (2009), includes planning, organizing, actuating, and controlling; meanwhile from management

aspect, it includes organization, curriculum and learning, student affairs, human resource, infrastructure and financial aspects (Bush & Coleman, 2000). Education and Culture Ministry (2010) explained that the school management covers 7 aspects: (1) curriculum management, (2) student affairs management, (3) personnel/member management, (4) infrastructure management, (5) financial management, (6) the school-society relationship management, and (7) special service management. Considering some studies, this current studies developed an inclusive education management model based on 9 aspects: (1) institutional, (2) curriculum, (3) learning, (4) assessment, (5) student affairs, (6) infrastructure, (7) staffing, (8) public participation, and (9) funding.

METHODOLOGY

Research Design and Procedure

This research employed Research & Development (R & D) method, the one used to produce a certain product and to examine the effectiveness of such the product (Sugiyono; 2007), or the process used to develop and to validate the product (Borg & Gall; 1983). The research procedure included three stages: preliminary study, model development, and model validation. It is represented schematically in the appendix (attached).

Data and Data Source

This study was taken place in 4 areas: Surakarta, Karanganyar, Sukoharjo and Boyolali, in Central Java province, by involving 51 Inclusive Elementary Schools. In preliminary study stage, the data collected consisted of information about the implementation of inclusive education at schools today, the reference the school uses in holding inclusive education, and what the school needs to realize an effective and efficient inclusive school management in the future. In model development stage, the data compiled was

model feasibility level based on the response from practitioner team and potential users. In model validation stage, the data collected was the effectiveness of model developed. The subjects of research were 417 respondents consisting of 8 practitioners, 51 headmasters, 103 class teachers, 51 school committee heads, 101 CWSNs and 103 non-CWSNs.

Techniques of collecting and analyzing data

Quantitative and qualitative data were collected with questionnaire using a Likert scale model modified by adding qualitative response column and focus group discussion (FGD). The data collected was analyzed using a combination of qualitative and statistic descriptive approaches. The descriptive quantitative analysis was conducted using SPSS version 16 help.

RESULT AND DISCUSSION

Result of Research and Development

From the result of preliminary study, the following description is obtained. (1) The number of CWSNs studying in inclusive school accounted for 12.52% of total students existing in regular school. Out of this number, majority belongs to slowly learning and learning difficulty (74/71%), while the rests are mental retarded (10.17%), deaf and mute (2.93%), autistic (2.83%), emotional and behavioral disorder (2.72%), gifted (2.30%), visual impaired (0.60%), and etc (2.50%). (2) The number of inclusive schools equipped with special teachers is 28 (54.9%) and the rest of 23 schools (45.1%) had no special teachers. (3) The performance of headmasters in running an inclusive education program belong to medium-to-high category, while that of teachers to medium-to-low one. (4) The response of school committee, CWSNs and non-CWSNs to inclusive education overall belongs to positive high category. (5) The manuals of inclusive school management existing in Indonesia, among other, include Directorate PSLB model, UNICEF model,

Indonesia-Australia Partnership model, and ASB model. (6) The weakness of existing manuals is their exclusion of success and failure indicators from the organization of inclusive program. (7) Majority schools ran inclusive program referring to the result of socialization and training the central and the provincial governments have held. (8) The schools had not written manual as the guidelines of inclusive school implementation. (9) The headmasters' and the teachers' need for manual of inclusive education management is very high.

The result of model development shows as follows. (1) Hypothetic model about inclusive education-based school management is tested empirically with the final model attached. (2) The product of research constituting a manual of inclusive education-based school management in elementary school contains 9 aspects of school management to be adjusted in inclusive school: institutional, curriculum, learning, assessment, student affairs, infrastructure, staffing, public participation, and funding. To measure the success of inclusive school, a measurement scale has been developed based on the 9 aspects into 3 forms (form-1: general school data, form-2: special school data, and form-3: the implementation of inclusive education at school).

The result of restricted field validation on the model and manual developed in the study is perceived positively by headmasters and teachers as the potential book users. The assessment on book effectiveness belongs to high categories including (1) the manual needed by the school (88%), (2) the manual important to school (88%), (3) the highly useful manual (95%), (4) the easy-to-use manual (92%), (5) the manual facilitating the school (88%), (b) very practical manual used by the school (92%), (7) the manual used very effectively (88%), and (8) the manual really helpful to the school (88%). The final model found in the result of research on inclusive education management model is as attached.

DISCUSSION

The result of research concludes that the inclusive education concept has basically not been run yet in the school consistent with the existing expectation. The performance of headmasters and teacher belonging to medium level in running inclusive education indicating that there are still some problems in the field in implementing the inclusive education. The number of CWSNs 12.52% per school and 45% inclusive schools without special teacher help lead the headmasters and teachers to working less maximally. Many factors make the inclusive education running less optimally: (1) inclusive education as new paradigm still raises pros and cons among the society (see Sunardi, 2007), and Kemendiknas (National Education Ministry) (2010); (2) inclusive education is considered as adding new burden to headmasters and teachers (see Sunaryo, 2009); (3) the absence of obvious compensation for the schools running inclusive education and for those not so (see Sunaryo, 2009), and (4) no available management manual and parameter to which the determination of inclusive education success or failure can refer to (see Yusuf, 2012).

A Study on supporting system in the organization of inclusive education conducted by Valeo from Ryerson University (2008), among others, found that there is a difference of perception between teachers and administrators in organizing an inclusive education. The teachers felt frustrated because of curriculum demand and time limitation. The cooperation between class teacher and special teacher is still less optimal. This finding was confirmed by Fox and Ysseldyke in Valeo (2008) reporting the limited time as the teachers' concern.

Stubbs (2002) explained that the determinants of an inclusive education's success and sustainability based the practical experience of inclusive education include: (1) *strong framework*. Inclusive education should be supported by the presence of values, believes, principles and success indicator frameworks.

This framework will underlie the perspective and the awareness in the attempt of realizing a high-quality and children-friendly education. (2) *implementation based on culture and local context*. Merely adopting the patterns of inclusive education implementation from other cultures and with different education system will result in failure in the implementation of inclusive education. Inclusive education needs local wisdom, local resource, and local community culture. For that reasons, an inclusive education's success is highly determined by cultural and local context factors. (3) *Sustainable participation and critical self-reflection*. Inclusive education is a dynamic process, and therefore, for the inclusive education to live continuously, a sustainable participatory monitoring is required that involves all stakeholders in a critical self-reflection. Monitoring and self-evaluation program in inclusive school should be developed and used as the central activity of inclusive school management.

The school guideline in running an inclusive education is in fact considered as important. A study conducted in Malaysia (Manisah, et al. 2006) found that for the effectiveness of collaboration between regular teachers and special teachers, there should be an obvious guideline about the implementation of inclusive education. A study on North Ireland (Lambe, 2007) found that the regular teachers felt not competent to handle diverse students in inclusive class. But having attended some training, significant personal progress occurred despite some anxious feeling. This condition represents that for the effectiveness of inclusive education, manual, teacher training, and promotion should be provided continuously to all stakeholders.

The inclusive education management model developed in this study had high effectiveness level considering the potential users' perception. This finding indicates that actually an inclusive education, as an education innovation, will be well acceptable to the school when it is involved in policy developing process.

The top-down education policy is usually declined more than the one built on participatory approach (Bush and Colemen; 2000).

CONCLUSION

Considering the result of analysis and earlier data display, the following conclusions can be drawn.

1. Result of preliminary study: (a) the mean score of Elementary School's headmaster performance in implementing inclusive education is 65.5% belongs to medium category and the mean score of teacher performance is 62.2% belonging to medium category; (b) no shared perception between inclusive schools about the measure of success in the implementation of inclusive education; (c) no school has standard inclusive education management as the reference in the implementation of inclusive education; (d) all inclusive schools required an guideline for inclusive education management.

2. Inclusive education management model in Elementary School and the manual produced in this study contained two points: (a) the functions of school management including planning, organizing, actuating and controlling; and (b) the aspects of school management including: institutional, curriculum, learning, assessment, students affairs, staffing, infrastructure, cooperation, and public participation, as well as funding.

3. Considering the result of field validation, the inclusive education management model and guidelines produced has a very high effectiveness based on the headmasters' and the teacher's perception in Elementary Schools. (1) the manual highly needed by the school (88%), (2) the manual very important to school (88%), (3) the highly useful manual (95%), (4) the very easy-to-use manual (92%), (5) the manual

facilitating the school (88%), (b) very practical manual used by the school (92%), (7) the manual used very effectively (88%), and (8) the manual really helpful to the school (88%).

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