CHAPTER I

INTRODUCTION

A. BACKGROUND

In this era, education plays an important role to support the human life. The function of education is for the improvement of one's self (self-development). In order to improve the quality of life, education should be provided to every people regardless of his/ her tribe, religion, social condition, economic, status, gender, and the differences of mental and physical abilities.

It was agreed to that anyone had the right to get education. In line with this, UNESCO promoted the *Educational for All. Educational for All* is a campaign to made education accessible to all in order to accommodate various kinds of student with capabilities and skills difficulties (Wiyono, 2011). The Convention of United Nations that was held in 1989, declared the community's rights especially to the child, and it was stressed that all children are entitled to receive the education without discrimination in any form. This declaration was followed by *The Salamanca Statement and Framework for Action on Special Needs Education* that gave the obligation for the school to accommodate all the children including the children who had the physical deviation, the intellectual, social, emotional, linguistics and the other deviations.

Education is one of the principal development sectors, where the government in each region should to. The Government is in the best position to put the education as a necessity. This means that the people who have a different

abilities / special needs should get the equal chance towards education too. The role of the government and school played an important role in the process of promoting education to the student with special needs. Because as whatever was said that each child entitled got education that was appropriate without caring about the limitations and the surplus from the aspect of physical, psychological, emotional from each children.

According to Local Regulation of Daerah Istimewa Yogyakarta Number 4, 2012 about The Protection and Fulfillment Rights of People with Special Needs, was said that Inclusive Education System is a system of organizing the education which gives the opportunity to all learners who have abnormalities and have a potential intelligence and/or special talent to follow education or learning in a single environment education together with the General Learners. This regulation also talk about the Rights of Disabilities which include the rights in education aspect, employment, health, social, arts, culture, sports, politics, law, disaster relief, residence, and accessibility.

The inclusive education in Yogyakarta was intensively implemented after the Regulation No. 47 (2008) issued by the Mayor to draw up the Regulations were made to allow easy access for the people with disabilities (ABK) to attend public school with other children. An inclusive school provides an opportunity for all students with any difference to succeed in the life. Thus, the inclusive school openness and equality. It should also foster appreciation of individual differences.

In 2012, Yogyakarta city was Award by national government through the Vice Ministry of Education and Culture, with the Inclusive Education Award

(Solider, 2016).Yogyakarta City being recognized by the Central Government proved to have high commitment on education ethics and therefore is friendly, non-discriminant and upholds the multi-cultural. Today, according to the Decree No. 188/661 year 2014 issued by the Head Department in Yogyakarta City there are 57 inclusive schools in 2014, 42 schools in 2013, and 35 schools in 2012. There are a growing number of schools which adapts the inclusive system. The implementation of system includes the Early Childhood Education (PAUD), Kindergarten, Elementary School, Junior High School, Senior High School, and Vocational School.

SMK BOPKRI 2 Yogyakarta and SMA Negeri 4 Yogyakarta are examples of schools which adapt the inclusive education system. Those schools placed the students with special needs to learn together, to associate and interact with other students. This inclusive education is a process of overcoming the problem of students with disabilities without separating them from the other student.

In Strategic Target 6 based on the Report of Performance Accountability of Yogyakarta Government Agencies 2014 (LAKIP), that want to embody the quality of public service with the purpose to improving the quality of public services. In order to measure the strategic targets 6, there are 3 targets of indicator with an average performance target, which is shown below;

Table 1.1.1 Performance Measurement of Strategic Target 6

No.	Indicators	Realization		2014	
		2012	2013	Target	Realization
1.	The Literacy Rate (AngkaMelekHuruf)	98%	98.5%	98.2%	98.5%

2.	Participation Rate	91%	92%	93%	93.6%
3.	The Percentage of Schools that Serve Inclusive Education	8.25%	8.24%	8.8%	9.4%

Source: The Report of Performance Accountability of Government Agencies Yogyakarta 2014 (LAKIP).

From the Table above, we can see Yogyakarta city has a highest commitment for the inclusive education service. Since the 2012 and 2013, the realization grade about the percentage of schools that serve inclusive education is 8.2%. In Medium Term Local Development Plan (RPJMD) 2014 of Yogyakarta targeted the schools that serve inclusive education is 8.8%. During the program implementation, the result shows that the realization of that program is 9.4%. Which are the factors that affect such increase of the success rate are the following:

1. The growing awareness of citizens including the school principal who decided that they school should provide inclusive education;

2. Increasing the awareness of the citizens who have children with special need (ABK) to be enroll in the public school to follow the education;

3. The availability of Special Escort Teachers (GPK) and infrastructure to support the children with special need in schools.

As also shown in table 1.1, the performance measurement of the schools that serve inclusive education got an increasing grade of realization in each year, but in given the relative success of the implementation, problems still exist. The persons with special needs sometimes don't get the maximum and good service, such as; the limited availability of Special Escort Teacher (Guru PendampingKhusus) in Yogyakarta which the reason why some schools did not

dared to open inclusive education services. Also, the facilities and infrastructures are not adequate and needs improvement. There is a limited understanding too about the inclusive education system itself. That is why, this issue is important in the implementation of policy on inclusive education in giving appropriate education for the special needs person. Here, we will see how this policy will implement in the reality, what are the challenges and problems that inhibiting this policy, what are the factors that support this policy for the children who have special needs or the different abilities.

B. RESEARCH QUESTION

Based on the background of the issue above, the research question that will be examined in this study is "How does the inclusive education policy in Yogyakarta City being implemented on 2016?"

C. OBJECTIVE OF THE REASERCH

With the research question, this research aims to:

1. Analyze the policy implementation of inclusive education in order to increase the service for the student with special needs in Yogyakarta City.

2. Know the supporting and inhibiting factors towards the implementation of the inclusive education policy.

3. Contribute positively in the development of public service, particularly in the educational services for student with special needs.

D. BENEFIT OF THE RESEARCH

The usefulness of this study is outlined as follows:

1. Theoretically, results of this is adds to the existing knowledge on public service for student with special needs.

2. Academically, this research will sent as one of the references for students conducting research with a similar theme or issue.

3. Practically, these results are expected to provide input or additional references for government agencies as well as the general public to investigate the public service for student with special needs.

E. LITERATURE REVIEW

The research talks about Inclusive Education have been explored by several researchers, such as:

Prastiyono (2013) in his research entitled "The Implementation Policy of Inclusive Education (Case Study in GaluhHandayani School of Surabaya)". Concluded that the implementation of policy in GaluhHandayani School is not optimal. This is because the implementing agency is less capable of outlining the contents of the policy and does not understand well to socialize this concept, as a result the teachers implementing the learning process are less suitable and the target for the program has not been met.The factors that affect the success or failure of the implementation of inclusive education policies in schools GaluhHandayani Surabaya are strongly influenced by communication, resources, disposition and bureaucratic structure. Such factors have has not been fully delivered by the Department of Education Surabaya. This reflected the that the implementing agency on the education service rarely provide socialization in school GaluhHandayani

Surabaya due to relatively low educational fund which is insufficient with the needs of the school, in terms of capacitating the teachers. (Prastiyonoo, 2013).

Sutrisno (2012) talks about "The Significance of Inclusive Education in Realizing Education for All".He concluded that Inclusive Education is an important innovation, particularly in education for the student with special needs. Inclusive education is an integral part of the agenda on "education for all". Rather, inclusive education promotes the right education of the children with special need or different abilities. Inclusive education is intended to change the school system, not to label individuals or groups to a particular child. This done by responding to diversity. The fundamental purpose of this research is to create an inclusive society. Therefore, inclusive education is not only concern on the method and system but with the values and fundamental beliefs about the importance of respecting and honoring differences (Sutrisno, 2012).

Syafrida and Aryani (2013) on their research entitled "Teacher's Attitude towards Education Inclusive in Terms of Attitude-Forming Factors". Found that the teacher's attitude towards the inclusive education is both positive and negative. Positive attitude is shown in the acceptance of inclusive education while the negative attitude is deprecated in refusing implement inclusive education. The factors that appear in this study are: first, the teacher factor consists of teacher background, viewpoint towards children with special needs, type of teacher, grade level, teacher beliefs, socio-political views, empathetic teachers, and gender. Second, the experience factor consists of experience in teaching and in contact children with special needs. Third, the knowledge factor consists of teacher's educational background, training, knowledge, and learning needs of teachers.

Fourth, environmental factors consist of resources, parents and family's support, and the school system (Wrastari, 2013).

Based on the literature review above we can see that the policy of inclusive education is still not implemented well because the understanding of the implementing agency about this policy itself is unclear. The attitude of the implementing agency is really important to implement this policy well.

F. THEORETICAL FRAMEWORK

In conducting some research, theory is the basis of the research that was built before data collection was carried out. Theory is a set of interrelated propositions, which systematically describes a social phenomenon or existing problems with how to determine where concepts that relate to other concepts and explains the relationship between the problems. The theories that will be used in this research are:

1. Public Policy

In the early days of the public administration theories, this approach followed by the paradigm *when politic ends administration begins* (1900-1926). Not denying this is the most ideal about public policy, because public policy is actually a contract between the people with the government, then it is important to achieve a common goal.

Public policy is a document drawn up by governmental actors to present their vision towards on issue that calls for public action and, to some extent, the legal, technical, practical and operational aspects of this action. In a more general sense, public policy may also be said to refer to the process
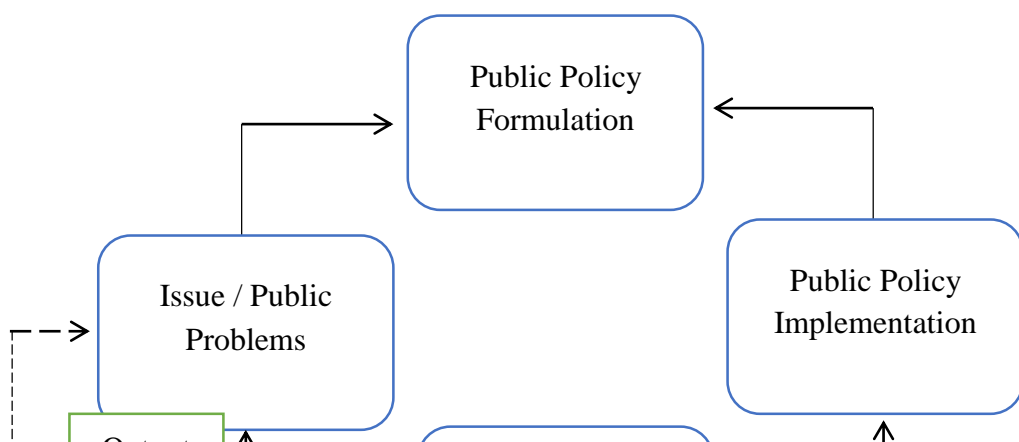
through which elected representatives decide on a public action designed to deal with an issue considered by certain actors, whether governmental or non-governmental, to require some kind of intervention (Turgeon, 2012).

Public policy according to W.I Jenkins in book of Suharno (2010) about the Basics of Public Policy, are a set of interrelated decisions taken by a political actor or group of actors concerning the selection of goals and the means of achieving them within a specified situation where these decisions should, in principle, be within the power of those actors to achieve (Suharno, 2010).

According to SamodraWibawa (1994) public policy always contains at least three basic components, namely the clear goals, a specific targets and the way to achieve the goal. From this third component (the way to achieve the goal) are components which serve to embody the two other components. This way is usually called implementation. According to the Meter and Horn (1975) policy implementation are as actions taken by the Government as well as the private sector both individually and group is to achieve objectives as formulated in the policy (Samodra Wibawa, 1994).

There is a systematic cycles of public policy according to the RiantNugroho d. (2004):

Figure 1.5.1Systematic Cycles of Public Policy

From the picture above, it can be explained that:

1. There is an issue or problem. It is called an issue if the problem is strategic, with basic characteristic, concerns many people and safety, long-term, cannot be resolved by individuals and there is a need for a settlement.

2. The issue makes the Government to formulate the policy in order to solve the problem. The formulation of this policy will be the law for all citizens.

3. After they formulated, then that policy is realized by the Government and the public together.

4. In the process of formulation, implementation, and post-implementation evaluation action is needed as a new cycle for the assessment, whether the policy has been formulated and executed well or not.

5. Policy implementation ends to the output it can be as the policy itself or the direct benefits that can be felt by the community as a user.

6. The long term effects of these policies will generate outcomes in the form of policy impacts that are expected to increase the goals that will be achieved by the policy.

As seen from the existence of a scheme by RiantNugroho's explanation, there are three principal activities related to public policy, there are:

1. Policy Formulation

   Cochran and Malone (1996), the policy formulation is to deal with the problem, goals and priorities, solution options for the achievement of policy objectives, cost benefit analysis, negative and positive externalities are associated with each alternative (Hai Do, 2010).

2. Policy Implementation

   As the founding fathers of implementation, Pressman and Wildavsky (1973), Implementation literally means carrying out, accomplishing, fulfilling, producing or completing a given task. The implementation defines it in terms of a relationship to policy as laid down in official documents. According to them, policy implementation may be viewed as a process of interaction between the setting of goals and actions geared to achieve them (Paudel, 2009).

3. Policy Evaluation

   According to Muhadjir, Public Policy Evaluation is a process to assess how far a public policy can fruition (membuahkanhasil), by comparing between the results obtained with the objectives and public policy targets that have been determined (Efriandi, 2010).

The focus in this study is the public policy implementation, the method for policy implementation according to Casley and Kumar (1987) in book of SamodraWibawa(1994), are:

1. Problem identification. Confine the problem to be solved or managed and separate the problems from indication that support it. Formulate some hypothesis.

2. Specify the factors that made the existence of the problem. Collect quantitative and qualitative data that requires a hypothesis.

3. Review the barriers in decision making. Analyze the political situations and organization that used to affect policy making.

4. Develop alternative solutions.

5. Estimate the most viable solution. Specify the criteria clearly and apply to examine the advantages and disadvantages of each alternative solution.

6. Continue to monitor feedback from actions that have been undertaken

Therefore, every activity performed or every task that is carried out by an organization or Government agencies should be logically in order to carry out the program or policy that has been formulated. To support a variety of duties and functions of the various components necessary support within the organization. One of the main factors that affect the successful implementation of these policies is the ability of apparatus/executor on the lower level. The placement of the people who have competence in running each policies that have been set and how to perform each of the policies that have been created with the aim of gaining the prosperity.

The implementation of public policy is the stages of public policy process. Policy implementation is the study which can be said that is quite *crucial*(Widodo, 2011), why, because however good that policy, without preparation and planned manner in the implementation, then the policy objectives cannot be realized.And vice versa, how good preparation and planning of policies implementation, if it is not formulated properly then policy objectives cannot be realized. Therefore it is very necessary to the preparation and good planning in the process of formulation decision-making that has anticipated to be implemented.

Subarsono (2008) cited Ripley and Franklin (1986) said that:

> "Implementation process involve many important actors holdingdiffuse and competing goals and expectations who work within acontexts of an increasingly large and complex mix of governmentprograms that require participation from numerous layers and units ofgovernment and who are affected by powerful factors beyond theircontrol" (Subarsono, 2008).

Implementation of a program or policy involves the efforts of policy makers to influence the behavior of bureaucrats implementing so willing to give good service in accordance with the targets that have been made. As Widodo (2011) cited Mazmanian and Sabatier (1983) explained the meaning of implementation is:

> "To understand whatactually happens after a program enacted or formulated is the subject ofpolicy implementation. Those events and activities that occur after the issuingof authoritative public policy directives, which include both the effort toadminister and the substantive impacts on people and events"(Widodo, 2011).

The main reason of the implementation of the policy is to understand what should happen after a program is declared applicable or formulated.

Mazmanian and Sabatier further explained in more detail the process of policy implementation that usually in the form of laws, but may also be shaped commands or important decisions or decisions of judicial bodies. The decision identifies problems which are composed of numerous purposes or targets and a way to organize the process of implementation.The result of this implementation process will minimize the impact in the form of a decision by the implementing agency (implementer), the willingness of the decision unsettled by the target group, the real impact, the impact of the decision are perceived by the agencies that took the decision, and finally the important improvements against the decision.

Jones in book of JokoWidodo (2011) that entitled *The Analysis of Public Policy*, there are three kinds of activity in public policy implementation suggested, among other things:

1. Organizations: The establishments or rearrangements of resources, units, and methods for putting a policy into effect. Organizing step is more directed at the process settings up and determination who is became the executor of policies, budgets and facilities are necessary, determination working procedures, and the setting of policy management.

2. Interpretation: The translation of language (often contained in a statue) into acceptable and feasible plans and directives. Interpretation step is the stages of the elaboration of a policy that is still abstract into a more policy operational. Public policy or strategic policy will be elaborated into the managerial policy that is manifested in the form of regional

regulations (Perda) made jointly between the Legislative (DPRD) and the Executive agencies (Local Governments). While managerial policy will be spelled out in the technical operational policy that is manifested in the form of the decisions of the head region (Regent or mayor) and technical operational policy is manifested in the policy form of Department Head, the Head of the Agency or Office as implementing technical elements of local governments.

3. Applications: The routine provision of service, payments, or other agrees upon objectives or instruments. The application step is implementation process of the policy implementation plans into the real reality. The application step is an embodiment of the implementation activities in each step that has been targeted before.

Donald S. Van Mater and Carl E. Va (1974) also explain about the limitation of implementation, such:

> "Policy implementation encompasses thoseactions by public and private individuals (or groups) that are directed at theachievement of objective set forth in prior policy decisions. this include bothone time efforts to transform decisions into operational terms, as well ascontinuing efforts to achieve the large and small changes mandated by policydecisions"(Widodo, 2011).

The implementation of a policy emphasis on an action, whether committed by the government or individuals (or groups) that are directed to achieve the goals that have been set out in a decision of the previous policy. At some point that actions is trying to transform the decisions into patterns operational and continued the efforts to achieve the both large and small changes, that mandated by specific policy informed decisions.

2. Concept of People with Special Needs / Different Abilities

According to the World Health Organization, different abilities is any restriction or lack, resulting from impairment, of ability to perform any activity in the manner or within the range considered normal for a human being(Carson, 2009).

Many terms are used to refer the people with different abilities such as disability, impairment and handicapped. Including special need children that characterizes temporary which are the people with post traumatic syndrome disorder due to natural disaster, war, riot, or children who are undernourished, born prematurely, poor families, children who experience depression because of rough treatment, children victims of violence, children who have difficulty with concentration because it is often treated harshly, the child who cannot read because the confusion teachers teaching, chronic disease, and etc. (Purwanti, 2012).

According to **the National Dissemination Centre for Children with Disabilities (NICHCY) as**mandated andrequirements for United State special education law,the Individuals with Disabilities Education Act(IDEA), as amended in 2004(NICHCY, 2012).The categories of People with different abilities are:

1. Autism: means a developmental disability significantly affecting verbal and nonverbal communication and social interaction, generally evident before age three, which adversely affects a child's educational performance.
2. Deaf-Blindness: means concomitant [simultaneous] hearing and visual impairments, the combination of which causes such severe communication and other developmental and educational needs that

they cannot be accommodated in special education programs solely for children with deafness or children with blindness.

3. Deafness: means a hearing impairment so severe that a child is impaired in processing linguistic information through hearing, with or without amplification that adversely affects a child's educational performance.

4. Emotional Disturbance: means a condition exhibiting one or more of the following characteristics over a long period of time and to a marked degree that adversely affects a child's educational performance: An inability to learn that cannot be explained by intellectual, sensory, or health factors, et cetera.

5. Hearing Impairment: means an impairment in hearing, whether permanent or fluctuating, that adversely affects a child's educational performance but is not included under the definition of "deafness."

6. Intellectual Disability: means significantly subaverage general intellectual functioning, existing concurrently [at the same time] with deficits in adaptive behavior and manifested during the developmental period, that adversely affects a child's educational performance.

7. Multiple Disabilities: means concomitant [simultaneous] impairments, the combination of which causes such severe educational needs that they cannot be accommodated in special education programs solely for one of the impairments.

8. Orthopedic Impairment: means a severe orthopedic impairment that adversely affects a child's educational performance.

9. Other Health Impairment: means having limited strength, vitality, or alertness, including a heightened alertness to environmental stimuli, those results in limited alertness with respect to the educational environment.

10. Specific Learning Disability: means a disorder in one or more of the basic psychological processes involved in understanding or in using language, spoken or written, that may manifest itself in the imperfect ability to listen, think, speak, read, write, spell, or to do mathematical calculations.

11. Speech or Language Impairment: means a communication disorder such as stuttering, impaired articulation, language impairment, or a voice impairment that adversely affects a child's educational performance.

12. Traumatic Brain Injury: means an acquired injury to the brain caused by an external physical force, resulting in total or partial functional disability or psychosocial impairment, or both, that adversely affects a child's educational performance.

13. Visual Impairment Including Blindness: means impairment in vision that, even with correction, adversely affects a child's educational performance. The term includes both partial sight and blindness.

Behr and Gallagher (1985) in Assyari (2012) argues that it will be

need the flexible definition in defining the special need children. It is means,

not only include the handicapped children, but also include those children who have risk factors. Explained further that by definition are more flexible, will give the advantage that a more serious obstacle can be prevented through children's services at an early age (Assyari, 2012).

For the parents who have a special need children must understand with condition that they feel, the ability and weakness that child have should be continue to monitored its development for the teachers who teach them. This thing will give the knowledge for the children to evaluate themselves and parents are also expected to motivate their child that they can afford and can get education like others children.

Change in terminology or the term of children with special need from the term of exceptional child cannot be separated from the changing dynamics of community at this time, who viewed the issue of children with disabilities education from the perspective of more humanistic and holistic, with high appreciation of individual differences and the placement of the child's needs as the center of attention, then it has encouraged the new paradigm in education for children with disabilities from special education to special needs education (inclusive education).

By the implication, those changes must also be followed by a change in the way of view towards the children with disabilities who are no longer putting disability as the focus of attention but to the fulfillment of the special needs that must be in order to achieve optimal development. Thus, education service is no longer based on the labels of disabled children, but must be

based on the learning obstacles and needs of every child or adapted to the abilities and their potential.

3. Inclusive Education

a. Legal Basis of Inclusive Education

Education is one of the most fundamental rights for every human being, no exception for the children who have special needs (ABK: AnakBerkebutuhanKhusus). In the 1945 Constitution, article 31 paragraph 1 mandated that every citizen has an equal chance to get an education, which is emphasized in the Law of Republic Indonesia No. 20 year 2003 on the National Education System, as well as in the Law Mendiknas (Ministry of National Education) No. 70 years 2009 about Inclusive Education For learners who Have Abnormalities and have a Potential intelligence and/or Special Talent. In Law No. 20 of 2003 on the national education system, there are provisions that guarantee the right of education for the children with special need and the persons with differents abilities to get an education.

At the level of district there are also regulations for the inclusive education contained in the rules of the Yogyakarta's Mayor Regulation No. 47 of 2008. In article 5 consist with: 1) The scope of inclusive education includes Kindergarten education, Elementary school, Middle school, High school and Vocational school; 2) The inclusive education referred to in subsection (1) are

governed further by the Unit of Work Device Area (SKPD) in Education Department. Nowadays, Yogyakarta city had a Local Regulation number 4, 2014 that talk about the Protection and Fulfillment Rights for Disabled People.

The promulgation of the local regulation of Daerah Istimewa Yogyakarta Number 4, 2012 and mayor regulation number 47, 2008 it is because in Yogyakarta city, there are many of special needs people doesn't get decent education service. The schools in Yogyakarta city sometimes are hard to be accessed for thestudent with special needs, these schools just reject them. Those problems are resulted in a lot of parents complained to the Education Department which have an impact on the creation of the inclusive education policies in Yogyakarta city.

To realize the fulfillment of rights for persons with special needs, the Government make policy formulation through two pathways, there are:

1. Special education is a form of educational service for students who have difficulty in following the learning process because the disorders are physical, emotional, mental, social, and/or have the potential of intelligence and talent.
2. Inclusive Education is a process of education that allows all children have the opportunity to participate fully in the

activities of a regular class, regardless of race, abnormalities, or other characteristics (Prastiyono, 2013).

In Regulation of National Education Ministry (Permendiknas) No. 70, 2009 inclusive education is a system of organizing the education which gives the opportunity to all learners who have abnormalities and have a potential intelligence and/or special talent to follow education or learning in a single environment education together with learners in General.

According to Aminah and Astri (2014), inclusive school is the school that allows students who have special needs to be able to learn in the general education classroom. Inclusive education as the education service system requires that all children with special needs should be getting served at regular schools (Aminah, 2014).

b. The Purpose of Inclusive Education

The purpose of the inclusive education is to teach the students to appreciate and respect others, can realize that they are part of the community, and also appreciate the differences. Thus, it can be concluded that the inclusive of education is education that accommodates the disabled people to get an education in regular school along with other general children in order to get an equal and similar education(Mastari, 2012).

Through this inclusive education program, students with special need study together with normal students, in the same class and same teachers, with the help of special escort teacher. The goal is to increase interaction between students with special needs and general students in addition to enforcing the same education for children without any distinction.

The emphasis on education inclusive lies in the changes to the approach of teaching and learning so that students with differences of gender, culture, social, ethnic and language can get equality education in existing institutions. School inclusive is designed to be heterogeneous, and the school hopes to answer all individual needs in terms of education within the same social context.

c. The Principles of Organizing the Inclusive Education

Inclusive is a process that develops over time and the success of Inclusive depending on preparation and placement basics Inclusive itself. If the Inclusive School certainly wants to succeed need to use an approach that is oriented to the needs of the students.

Basically, social Inclusiveness in the context of education is to appreciate and embrace each individual with the difference of the

background, gender, age, ethnic origin, religion, language, culture, characteristics, status, living patterns, physical condition, ability and condition discretization (UNESCO. 2001). School is a place for all students is a member, has a feeling connected with his friend, has access to the general education curriculum that is appropriate and meaningful, and to obtain support for its success (Gultom, 2015).

According to Ministry of Education and Culture in the document of the Competence Improvement of Head Master to Manage the Implementation of Inclusive Education Curriculum and Child Protection, there are the principles of organizing the inclusive education, such as:

1. FriendlyEducation

    Learning in friendly environment means friendly to learners and educators. For example, children and teachers learn together as a learning community, placing the child as a center of learning encourages participation by children in learning process, and teachers have an interest to give the best education services.

2. Accommodate the Needs

    Accommodate the needs of every learner is one of the efforts to improve the quality of education. Therefore, it is hoped the school organizers must be able to accommodate the needs of every learner in the following way:

a. Pay attention to the condition of learners, it is mean the ability and needs of every learners are different.

b. Using a flexible curriculum;

c. Using a variety of learning methodologies and organizing classes that could united all the children and respect the differences;

d. Utilize the environment as a source of learning;

e. Cooperation with the various parties concerned.

3. Developing the potential of learners as optimal as possible

The Inclusive school seeks to provide educational services are optimally, so that the learners who have barriers (disabled people) can resolve their problems and can follow the learning process according to their needs and ability.

d. Management of Inclusive Education

According to Safitri and friends research (2014), Inclusive education is the way to giving a knowledge for the special needs person or the kids who have special needs in order to given the chance and widespread education for all children regardless of each other. The implementation of inclusive education should be suitable with the needs of the student itself. There are several managerial factors to see the implementation of inclusive education, there are:

a) Student

Management on student with special needs need to get noticed and more management, due to the condition of the learners in an inclusive education is more pluralist (various) than the regular student education. The purpose of the this student management is so that teaching and learning activities in school can run smoothly, orderly and regularly, as well as achieving the desired goals.

b) Curriculum

Inclusive education is still using the curriculum of national standards that have been set by the Government. The Government stated that the curriculum used unit of education for inclusive education providers is the Unit Level Education Curriculum (Kurikulum Tingkat SatuanPendidikan) that accommodates the needs and abilities of learners in accordance with the talents, interests and its potential.

c) Educator

Educator is one of the essential elements in education inclusive and it is really important. The educators in general have tasks such as organizing teaching activities, train, researching, developing, managing, and/or provide technical services in the field of education.

d) Facilities and Infrastructure

Management of facilities and infrastructure function to planning, organizing, directing, coordinating, monitor, and evaluate the need and use of the facilities and infrastructure in order to contribute optimally on the teaching and learning activities

e) Budget

Required to create a financial or funding that is able to meet a variety of needs in implementing inclusive education and overcoming the various problems linked to funding.

f) Environmental (Relation between School and Society)

The school that implement the inclusive education need to manage a good relationship between school and society so will be created and built a good relationship in order to promote education efforts in the region.

g) Special Service

This special service management includes all of managements above. The principal may appoint his staff, especially for the staff that very understands about these inclusive education systems, in order to implement the special service management in learning process(Safitri, 2014).

This concept of inclusive education management theory is suitable to measure the implementation of inclusive education policy

in Yogyakarta on 206. That is why this research tries to measure and explain within those 7 aspects in implementing the inclusive education in yogyakarta.

G. CONCEPTUAL DEFINITION

Conceptual definition is the way to explain the limitations of the definition concept between other concepts. In order to provide a clearer representation and avoid misunderstandings interpretation of the important terms of each concept used, it needs to be given to the following definitions, such as:

1. Public Policy: a concept of Government that are arranged in the form of a policy where there are interests that aim to achieve the desired goals.

2. Policy Implementation: as the action that held by the actors (governmnet, private sectore, and society) that directive in order to reach the goals that has been set in the policy decisions.

3. People with Special Needs: a person who has the disorder, the limitations, which is included in the physical and mental defects, imbalance of the interaction between biological and social environment conditions or difficult to do ordinary things that normal people do in General.

4. Inclusive Education: a program that puts children with disabilities with generally aimed to obtaining an equal education regardless of the existence of differences and discrimination.

H. OPERATIONAL DEFINITION

An operational definition defines a concept solely in terms of the operations (or methods) used to produce and measure it. In forming research questions and hypotheses, identify operational definitions by reading research articles that examine the same concepts we intend to investigate, so the operational definition to analysis this research are:

a) The Management of Student

b) The Curriculum

c) The Educator

d) The Facilities and Infrastructure

e) The Budget

f) The Environment

g) The Special Service

I. RESEARCH METHODS

1. Type of Research

This research used the qualitative research method to collect the data and information. Qualitative research is a phenomenon in carefully through from the viewpoint of participant (Williams, 2007). The documentation techniques is the way to get and collecting data with a variety of sources such as interview, journals, books, website, and information which is related with problems and theory. In qualitative research method, documentation

is the main tool to get the data because the hypothesis should be answered logically and rationally through perspective, theory and indicators.

2. Location of Research

The location of this research is in Yogyakarta City, namely in the Department of Education and in some schools in Yogyakarta City, as follow:

1. SdNegeriTamansari 1 Yogyakarta

2. SdNegeriBangunrejo 2 Yogyakarta

3. SMP Negeri 15 Yogyakarta

4. SMA Negeri 4 Yogyakarta

5. SMK BOPKRI 2 Yogyakarta

J. DATA RESOURCE

The data used in this research are:

1. Primary Data

Primary data is data obtained directly from the research subjects related to the problems that exist within the scope of the study, through a process of interviews and direct observation in the field, the primary data source is obtained from;

1. ArisWidodo as the Head of Basic Education Sector in Education Department of Yogyakarta City,

2. Thomas Risadi as the Director of Inclusive Education in SdNegeriTamansari 1 Yogyakarta,

3. Sumarno as the Daily Field OfficerSdNegeriBangunrejo 2 Yogyakarta,

4. Sarifah as a Deputy Head of Public Relation in SMA Negeri 4 Yogyakarta,

5. NurbowoBudiutomo as the Coordinator of Guidance Counselor in SMP Negeri 15 Yogyakarta,

6. Rosmiyati as the Guidance Counselor inSMK BOPKRI 2 Yogyakarta.

2. Secondary Data

Secondary data is the data collected by research from other sources in order to complete and support the primary data. Secondary data usually doesn't collect from the field directly. In this research secondary data are books, journal, websites and other literature that can explain about how does the inclusive education policy in Yogyakarta City being implemented on 2016.

The technique of determination of the informant used in this study is, "purposive sampling technique". According to Sugiyono (2008):

> "Purposive sampling is a technique of sampling data sources with certain considerations. These particular considerations, for example the person deemed most knows about what we expect, or maybe he as a ruler so that it will make it easier for researchers to explore the social object/situation is examined."

The technique of this determination was Chosen because that easy for Researchers to collect the data in the field and make it Easier to

Determine who the informant was considered capable of answering the research questions.

K. DATA COLLECTION TECHNIQUE

1. In-depth Interview

The interview is a way of data collection which done by asking some questions about the concept of research (or associated with it) towards the respondents who became the unit of analysis or the respondent who is considered to have data about the unit of analysis research. The methods of in-depth interviews is the process to obtain the data related to the implementation of inclusive education policies in realizing the quality of public service for students with special needs people in Yogyakarta City.

2. Documentation

The documentation is a technique of collecting data obtained from documents, archives, books, and other data sources that can be said of data collection techniques obtained through the library materials (bahanpustaka) relating to issues that will be investigated.

To support the data, it also used bibliographic tools, such as: scientific journals, magazines, newspapers, and other sources. For documentation that comes from the object of research, for example in the form of regulation documents that could support the research description and complete the writing of a Research Foundation.

L. DATA ANALYSIS TECHNIQUE

On this research, data analysis technique used is qualitative. According to Bogdan and Biklen (1992) qualitative data analysis is organizing the data, sorting through into can be manageable, synthesize the data, search and find patterns, to discover what is important and what is learned, and decide what can be told to others (Sakir, 2013). According to Nasution (2001), the stages through which analyze this data are:

1. Editing: sorting the necessary data and correct the existing mistakes so it will be get the accurate data.

2. Coding: clarify and distributes the data into groups of problems that examined.

3. Interpretation: gives the description in detail using either quantitative or qualitative method.