

# CHAPTER I

## INTRODUCTION

### **A. Background**

Education is one of the most important aspects and become a priority to guarantee the future of everyone. Education plays an important role in building a country, and becomes the basis of a strong country because the presence of education is expected to improve the quality of human resources (HR). The availability of quality human resources will have a positive impact on the progress of development, which is an important step toward achieving the goals of the State (Sulistiyadi, 2014). Every citizen has the right to get a decent education as the promise in the opening of the UUD 1945 paragraph IV, which is to educate the life of the nation, so the State should have facilitated or provided education that should be obtained by everyone (education for all).

Education is entitled to be obtained by everyone, including children with special needs (ABK). Children with Special Needs (ABK) are entitled to get their rights and obligations as children in general. Discrimination against ABK still occurs. This shows that the level of public awareness of ABK is still very lacking. Discriminatory actions for ABK still often occur in various fields, ranging from education, employment, transportation. This not only include the services, but also inadequate facilities for people with special needs make it difficult for them to access something. According to Purwandari (2009) cited in (Haryono, Syaifudin, & Widiastuti, 2015),

children with special needs get different treatment in terms of Education Services because they are considered having obstacles in several dimensions of life, so education services must be separated from "normal" children, so the learning process is not interrupted.

This situation is still far from the expectation of the objective of education in Indonesia, which is education for all. Therefore, to ensure education for everyone, the Government creates an Education Services program to fill the needs of Children with Special Needs (ABK), namely Inclusive Education Services. The inclusive education is important in realizing more specifically national education goals and the purpose of education for children with special needs with the availability of educators and educational facilities, infrastructure, curriculum adjustments, financial support, and socialization (Faizal, 2017). It must be done, so it does not cause obstacles in providing services to ABK in taking education. In implementing the inclusive education, there are several factors that must be considered, including: (1) Policy, Law and legislation, (2) Attitudes, experience and knowledge, (3) National education goals and curriculum level of education, (4) Changes in the educational paradigm (school-based management, regional autonomy, learning design, learning strategies and assessment of learning outcomes), (5) Environmental adaptation, job creation, and company owners, (6) Partnership Cooperation (government, school, parents, community). These factors are interrelated and interdependence between factor and other factors (Choiri & Yusuf, 2009).

The Inclusive Education Services are educational services created to provide equitable education to children, teenager, and adults who have special needs to be able to feel and get a decent education. Meanwhile, according to (UNESCO, 2009), Inclusive Education is a process of strengthening the capacity of the education system to reach out all learners, and it can be understood as a key strategy to achieve Education For All (EFA). In Indonesia, the Regulation at the Inclusive Education is written in the Minister of National Education Regulation (Permendiknas) Number 70 Year 2009 concerning Inclusive Education for students who have abnormalities and have special intelligence and / or talent potential which are expected to be a reference for each government in the region, so they more pay attention to Education Services for ABK in order to get proper education services. The Inclusive Education aims to provide the widest opportunity, and to realize the implementation of education that respects diversity, and it does not discriminate all students who have physical, emotional, mental, and social status abnormalities, or have the intelligence potential and / or special talents to obtain quality education related to their needs and abilities (Sartica & Ismanto, 2016). Based on those reasons, it is expected that the Inclusive Education Services can provide greater changes to the advancement of education in Indonesia. With the implementation of the Inclusive Education, it indirectly requires the schools that provide Inclusion Education to make many changes. It can be started from the point

of view, attitude, and the process of teaching and learning methods that are not discriminatory.

Palu City was chosen as the object of research because Palu City is one of the cities providing the Inclusive Education program since Central Sulawesi Province declared itself as an inclusive province on December 16, 2014 which was marked by the signing of the MoU done by Head of Regencies and Mayor in Central Sulawesi (Sulteng Raya, 2017). This program aims to provide quality education services for children with special needs who have the intelligence potential and / or special talents in Central Sulawesi. The Education and Local Culture Agency of Central Sulawesi Province strives to improve the quality of education for Special Needs in Central Sulawesi through the Special Education and Special Services Education (PK-PLK) Sub-field with one of their programs, that is Inclusive Education Services.

**Table 1.1 The number of inclusive students in Palu City**

No	Year	Primary	Secondary
1.	2014	312	67
2.	2015	337	54
3.	2016	376	224
4.	2017	362	179
5.	2018	373	196

*Sources:* (Dinas Pendidikan dan Kebudayaan Provinsi Sulawesi Tengah Bidang PK-PLK, 2018)

**Table 1.2 The number of schools providing inclusive education program in Palu City**

No	Year	Primary	Secondary
1.	2014	16	7
2.	2015	19	10
3.	2016	20	11
4.	2017	22	13
5.	2018	26	16

*Sources:* (Dinas Pendidikan dan Kebudayaan Provinsi Sulawesi Tengah Bidang PK-PLK, 2018)

**Table 1.3 The number of schools in Palu City**

No		Primary	Secondary	Total
1.	Public	133	50	183
2.	Private	55	86	141
				<b>324</b>

*Sources:* (Kementrian Pendidikan dan Kebudayaan, 2019)

The data above shows that the number of schools providing the Inclusive Education is not comparable to the large number of inclusive students. This shows that public services, especially in the education sector of Palu City, are still inadequate to provide services for children with special needs, so that the government must be more responsive in making policies in order to improve the quality of education services for children with special needs.

In order to realize national education goals, it must be followed by quality public services. Public services in this case are understood as all activities carried out by educational institutions in the framework of educating the community as the implementation of the provisions of legislation (Ointu, Mufti, & Natsir, 2016). In realizing the vision of Education and Local Culture Agency of Central Sulawesi, one of their vision is to create equitable education for the whole community; in this case, the Special Education and Special Service Education (PK-PLK) Sub-field has an important role in ensuring that schools being an organizer of Inclusive education has provided services related to the needs of ABK or not.

The Education and Local Culture Agency of Central Sulawesi was chosen as the object of research because it is an agency that has a responsibility to provide Inclusive Education. Education in this case is education that is equitable for all children. In the implementation of Inclusive Education, the quality of performance from the related institutions needs to be considered because one of the functions of government agencies is to provide services to the public. The provided services must be high quality, are expected to meet the needs of the community, especially in Education sector, and can guarantee a non-discriminatory education services.

Moreover, it is indeed very important to evaluate how the agency performance in providing inclusive education. Evaluation is an important

thing that must be done, so that can know the extent of the performance of the agency, whether it is in accordance with what is expected or not. Evaluation is carried out to improve and develop an institution in the implementation of programs that are in accordance with the objectives of the program. According to (Sugiyo, 2011), evaluation program is a process of assessing the preparation of programs, implementing programs, evaluating, and analyzing results as well as following up carried out activities.

The evaluation was carried out to determine the extent to which successes and constraints could impede the process of running the implementation of Inclusive Education in Palu City. Therefore, the researcher are interested in conducting research with the title: “Evaluation of Education Agency Performance toward the Implementation of Inclusive Education in Palu City Year 2014-2018”.

## **B. Problem Formulation**

Based on the description above, the problems that can be formulated in this research is: How does the Education Agency evaluate their performance in implementing inclusive education in Palu City year 2014-2018?

### **C. Research Purposes**

The purpose of this research is: To understand how the Education Agency evaluate their performance in implementing inclusive education in Palu City year 2014-2018.

### **D. Benefits of Research**

The benefits of this research are:

#### **1. Theoretical Benefits**

1. This research is expected to be useful to complement studies in the world of social and political science regarding the performance of agencies in the field of education by paying attention to all components of society.
2. This research is expected to be able to provide new views and learning to the community and government to work together in terms of providing services to Children with Special Needs (ABK), especially in education sector.

#### **2. Practical Benefits**

1. The results of this study are expected to help the Central and Regional Governments to be able to improve the performance of each agency, so the vision and mission can be realized based on what is expected.
2. This research is also expected to improve the quality of education for Children with Special Needs, so the needs of Children with



Special Needs in terms of education can be fulfilled. Moreover, there is no gap between all components of society specifically in terms of education.

## **E. Literature Review**

Prior to conducting this study, the researcher has done a literature review of the studies carried out by previous researchers with a topic which is relatively similar to the topic that the researcher would discuss, namely Evaluation of Education Agency Performance toward the Implementation of Inclusive Education in Palu City Year 2014-2018. Has been done by the researcher, there are several previous studies that are related as follows:

*First*, the research that was conducted by Minarti Ointu, Mohammad Irfan Mufti and Nawawi Natsir Year 2016 about "*Implementasi Kebijakan Penyelenggaraan Pendidikan Inklusif di Kota Palu*". The research used a descriptive qualitative research method because based on the problems raised in this research, the priority was on process problems and meanings/perceptions. This research was to find out how the implementation of policies for implementing inclusive education in Palu City is and what factors influence the implementation of policies for implementing of inclusive education in Palu City. Based on the results of the research gained from informants, including educational bureaucratic apparatus, principals, teachers, education staff and the community/school committees, it could be said that the implementation of inclusive education

in Palu City has been carried out as expected related to the expectations of the community. Regular schools that serve inclusive education are able to provide alternative education services, specifically for children with disabilities which are more affordable for the entire community of Palu City. The factors which influence the service policy of implementing inclusive education in Palu City are communication, resources, disposition and bureaucratic structure (Ointu, Mufti, & Natsir, 2016).

*Second*, the research was conducted by Astri Hanjarwati and Siti Aminah Year 2014 entitled “*Evaluasi Implementasi Kebijakan Pemerintah Kota Yogyakarta Mengenai Pendidikan Inklusi*”. The research used qualitative-naturalistic-formative methods. The research addressed the main problems faced in the field of education in Yogyakarta. Many ABK did not get adequate education services. Regular schools in Yogyakarta City tend to refuse, so it was difficult to be accessed by ABK. In 2008, the government of Yogyakarta City drafted the concept of inclusive education policy which was ratified into Mayor Regulation No.47 Year 2008. It was due to the many demands of the community that the government pay more attention to education services to ABK (Hanjarwati & Aminah, 2014).

*Third*, the research entitled “*Analisis Implementasi Kebijakan Pendidikan Inklusif Terhadap Kanak-kanak Dengan Keperluan Khusus di Dinas Pendidikan Daerah Provinsi Sulawesi Tengah*”. The research was conducted by Faizal in 2017, using the Qualitative Descriptive research method. The research aimed to determine the communication patterns

developed in inclusive schools in Central Sulawesi, the competence of educators in handling children with special needs, the availability of infrastructure in inclusive schools, and the factors that influence inclusive education services. The results of the research indicated that the implementation of the policy of inclusive education services by the Education and Culture Agency of Central Sulawesi Province had been going well. The factors that influence the implementation of inclusive education service policies by Education and Culture Agency of Central Sulawesi Province were effective communication and inadequate resources (Faizal, 2017).

*Fourth*, Next is the research conducted by Hery Kurnia Sulistyadi Year 2014 entitled “*Implementasi Kebijakan Penyelenggaraan Layanan Pendidikan Inklusif di Kabupaten Sidoarjo*”. The research aimed to explain how the implementation of policies for implementing inclusive education in Sidoarjo regency is, as well as what factors influence the course of the policy. The research used descriptive qualitative method. The results of the research indicated that the implementation of the policy on the implementation of inclusive education services in Sidoarjo regency had been quite successful. Sidoarjo Regency had a commitment to realize education without discrimination through inclusive education services. The number of schools providing inclusive education services in Sidoarjo regency continued to increase, so it could be said that the community's needs for education for children with special needs (ABK) were slowly beginning

to be fulfilled. However, it faced a few obstacles, including lack of budget, lack of teachers who were competent in the field of inclusive education, as well as infrastructure facilities for inclusive education in each school (Sulistiyadi, 2014).

*Fifth*, the next research was conducted by Dwi Sartica and Bambang Ismanto Year 2016 entitled “*Evaluasi Penyelenggaraan Program Pendidikan Inklusif di Kota Palangka Raya*”. The purpose of the research was to gather information about evaluating the implementation of inclusive education programs in SD Negeri 6 Bukit Tunggal, SMP Negeri 3 and SMA Negeri 4. The research used a qualitative approach by conducting interviews and documentation in data collection. As for the results of this study, in term of context, the implementation of inclusive education programs in Palangka Raya city aimed to meet needs that had not been fully fulfilled, namely the request of ABK parents to send their children to regular school. In terms of input, the implementation of inclusive education programs in the three schools showed that public infrastructure had fulfilled the needs of students while the facilities specifically for ABK had not been fully adequate. The inclusive education program had also been adequately funded through BOS funds, special scholarships, and also the Regional Budget. The problems found in the research were the absence of a Special Guidance Teacher (GPK), inadequate infrastructure, inadequate special training for teachers in some schools, the absence of further monitoring from the relevant agency,

and also the absence of standard standards in evaluating results learn (Sartica & Ismanto, 2016).

*Sixth*, the next research is the research entitled “*Pemenuhan Hak Bagi Penyandang Disabilitas di Kabupaten Semarang Melalui Implementasi Convention on the Rights of Person with Disabillities (CPRD) dalam Bidang Pendidikan*”. The research was conducted by Eta Yuni Lestari, Slamet Sumarto, and Noorochmat Isdaryanto on 2017. The research aimed to find out how the efforts to fulfill the rights for people with disabilities in Semarang Regency, especially in the field of education, what are the obstacles that are often encountered, and how the implementation of the CPRD law in Semarang Regency. This study used qualitative research methods. The results of the research showed that the efforts to fulfill the rights of people with disabilities could be done by providing educational facilities ranging from the lowest level of kindergarten (TK) to high school (SMA). The obstacles encountered in fulfilling the rights for people with disabilities were the absence of government-owned rehabilitation centers, limited budgets, lack of professional human resources, lack of awareness of parents who have children with disabilities, and lack of facilities for people with disabilities in schools. Whereas, the implementation of the law on CPRD was carried out through the Office of Social Affairs and Special Schools (SLB) with efforts to fulfill rights, especially in the field of education (Lestari, Sumarto, & Isdaryanto, 2017).

*Seventh*, a subsequent research was research conducted by Munawir Yusuf, Salim Choiri, and Mahardika Supratiwi on 2017. The research discussed about “*Evaluasi Kebijakan Pendidikan Inklusif di Tingkat Satuan Pendidikan Dasar dan Menengah di Indonesia*”. The research aimed to examine the implementation of inclusive education policies at the level of primary and secondary education units in Indonesia through 9 dimensions, namely institutional dimensions, curriculum, learning, assessment, student affairs, human resources, infrastructure, community participation, and financing dimensions. The research used a survey approach involving 82 elementary, junior high, vocational high schools that conduct inclusive education in 16 districts / cities in 7 provinces in Indonesia. The results of the research indicated that the implementation of inclusive education in basic and secondary level units is as follows: (1) institutional aspects on average 62%; (2) the average curriculum aspect is 71.1%; (3) learning aspects on average 53.1%; (4) the evaluation aspect is an average of 60.9%; (5) student aspects average 54.6%; (6) HR aspects on average 45.8%; (7) infrastructure facilities an average of 22.1%; (8) aspects of community participation on average 50.8%; (9) financing aspects an average of 45.4% (Yusuf, Choiri, & Supratiwi, 2017).

*Eight*, the next is a research entitled “*Evaluasi Pendidikan Inklusif Bagi Anak Berkebutuhan Khusus (ABK) di Provinsi Jawa Tengah*”. The research was conducted by Haryono, Ahmad Syaifudin, and Sri Widiastuti, using a qualitative approach. The results of the research indicated that

through an inclusive education accreditation system, the management of inclusive education components in Central Java Province generally get a category of C values (total score = 24-43) and not even accredited (total score = <24). Meanwhile, the accreditation of SLB schools in Central Java Province generally received a category of B scores (total score = 44-63) (Haryono, Syaifudin, & Widiastuti, 2015).

*Ninth*, the next research is conducted by Nissa Tarnoto with the title “*Permasalahan-permasalahan Yang Dihadapi Sekolah Penyelenggara Pendidikan Inklusi Pada Tingkat SD*”. The research aimed to find out more about the problems faced by schools providing inclusive education, in an effort to obtain a comprehensive picture of the perceptions of teachers related to the problems faced by schools and teachers in the implementation of inclusive education. The research used qualitative research methods. The results of the research indicated that the major problem faced by teachers and schools in the implementation of inclusive education was the lack of competent teachers in handling children with special needs (ABK), lack of awareness of parents to ABK, the number of students with special needs in each class, and lack of cooperation between the government and society (Tarnoto, 2016).

*Tenth*, the next research is conducted by Zaini Sudarto with the title “*Implementasi Kebijakan Penyelenggaraan Pendidikan Inklusif*”. The research aimed to describe the implementation of Government policies on inclusive education at the elementary and junior high school levels. The type

of research used a qualitative descriptive research method. Based on the results of the research reviewed from the variable contents of the regulation policy of East Java Governor No. 6 Year 2011 it has fulfilled all the interests of ABK students. All ABK parents benefited from the inclusive education program. Target changed to the East Java Governor's regulations need to be improved, especially in terms of policy implementers, human resources for special educator teachers (GPK), counseling staff (BK), and therapists who have not been allocated (Sudarto, 2016).

From some research above, there are some differences in the specifications of the previous research, while the research that the researcher would do is a combination of several previous research specifications. In this research, the researcher examine the performance of Education and Culture Agency of Central Sulawesi especially in the Sub-field of special education and special service education (PK-PLK) in the implementation of inclusive education in Palu City. This research is to improve the quality and service of education for children with special needs (ABK) in Palu City through focusing on effectiveness, efficiency, adequacy, equity, responsiveness, and accuracy as indicators in this study. The research was conducted by using qualitative research methods.



## **F. Theoretical Framework**

### **1. Performance Evaluation Theory**

#### **a. Evaluation Concepts**

An evaluation based on the OECD in (Basic Concepts in Monitoring and Evaluation, 2008) is as an objective and systematic assessment of a program, activity or policy that is currently running or implementing and results. The aim of evaluation is to determine the fulfillment of objectives and relevance, the development of efficiency and effectiveness, and the impact and sustainability. An evaluation must be able to provide credible and useful information, allowing for the incorporation of lessons into the decision making or policy processes of donors and both recipients. Meanwhile, according to Arikunto cited in (Lababa, 2008), evaluation is an activity carried out to gather information about a matter, whose information will be used to determine precisely in making a decision.

Based on the definition above, an evaluation is an assessment activity that is supported by data information to fulfill the objectives in developing effectiveness and efficiency, so the results of implementing programs or policies can be sustainable and synchronous. Moreover according to (Yunanda, 2009), an evaluation is a planned activity to determine the state of an object by using instruments and results compared to benchmarks to obtain conclusions. Meanwhile, according to the large Indonesian dictionary in (KBBI Daring, 2016), an evaluation is the process of collecting and observing various kinds of evidence to measure the impact

and effectiveness of an object, program or process related to specifications that have been previously set. The conclusion is that the similarities in documentation techniques are used as evaluation benchmarks in order to get input and produce accurate information to improve the course of a program or activity to be effective and efficient in accordance with the planning. According to Vackmias cited in (Zaenudin, 2014), policy evaluation is a systematic, empirical assessment of the consequences of an ongoing government policy and program and its suitability with the objectives to be achieved.

Based on Dunn Theory (Dunn, 2003), an evaluation has several functions, as follows:

1. An evaluation provides valid and reliable information about policy performance, namely how far needs, values and opportunities can be achieved through public policy.
2. An evaluation contributes to the classification and criticism of the values underlying the selection of goals and targets. Values are clarified by defining and operating goals and targets.
3. An evaluation contributes to the application of other policy analysis methods, including the formulation of problems and recommendations. Evaluation can also provide alternative policies or an overview of the feasibility of a policy so that if a policy is not appropriate then the policy can be replaced or deleted.

Meanwhile, according to Samodra, et al, cited in (Nugroho, 2004), there are four functions in evaluating public policy, namely:

1. Explanation: an evaluation is obtained through the reality in the implementation of the program, and made in generalization about the patterns of relations with various observed realities.
2. Compliance: an evaluation is known through actions taken by the bureaucracy or other actors related to the standards and procedures established by the policy.
3. Audit: an evaluation of output can be known whether it is in line with the target group of policies, or there are deviations.
4. Accounting: it is through evaluating the effects or consequences of the policy.

In the opinion above, the evaluation function can provide good, clear and correct information based on the reality that has been concluded in the implementation of the program or activity. As well as, it provide criticism and suggestions in clarifying the values of a goal and target. Then, it makes a policy method for achieving performance, so the activities evaluated can contribute and know the socio-economic impacts or consequences of the policy.

Evaluation has characteristics that distinguish it from the methods of policy analysis cited in (Dunn, 2003) they are:

1. *Focus on value*: evaluation differs from monitoring because evaluation focuses more on the value of policies and programs. Evaluation also

determines the benefits of a program, and not just a collection of information about the results of policy actions.

2. *Interdependence of facts-values*: the demands for evaluation depend on both "facts" and "values". In evaluating the level of success of a policy or the achievement of a program, it is necessary to support evidence that actual policy outcomes are a consequence of actions taken to solve certain problems, and are valuable to the entire community.
3. *Present and past orientation*: evaluation needs consideration of the results of the present and the past, rather than results in the future. It is retrospective, and after the actions are carried out, it is prospective, and it is made before the actions are carried out.
4. *Duality of values*: the values underlying the demands of evaluation have a double quality because they are seen as goals and means.

Based on the explanation above, there are four evaluation characteristics. The first is *focus on value* because evaluation is an assessment that determines the benefits and objectives of the program or activity of a policy. The second is *the interdependence of facts-values* because in determining the value of a policy it is not only seen from the level of performance, but also from evidence and facts which can solve a tertiary problem. The third is *the orientation of the present and the past* because evaluation is demanded on current and past results in order to be able to compare the value of the policy. The fourth is *values duality* which

values have multiple meanings in evaluation to influence the achievement of other goals.

According to (Dunn, 2003), the performance evaluation criteria are same as the policy recommendation criteria described as a model or type of evaluation.

**Table 1.4 The Evaluation Criteria based on Dunn**

<b>Type of Criteria</b>	<b>Question</b>	<b>Illustration</b>
Effectiveness	Has the desired results been achieved?	Service Unit
Efficiency	How many efforts are needed to achieve the desired results?	Unit costs, net benefits, cost-benefit ratio
Adequacy	How far does the achievement of the desired results solve the problem?	Fixed costs, fixed effectiveness
Equality	Do costs and benefits distribute equally to different groups?	Pareto Criteria, Kaldor-Hicks Criteria, Rawls Criteria
Responsiveness	Are the results of the policy satisfying the needs, preferences, or values of certain groups?	Consistency with citizen surveys

Accuracy	Wheter is the desired result (goal) really useful or valuable?	Public programs must be equitable and efficient
----------	--	---

*Source:* (Dunn, 2003)

Based on the table 1.4, evaluation divided into several types of criteria, including:

The effectiveness is the relationship between output and purpose; the greater contribution of output to the achievement of goals, the more effective the organization, program, or activity. Moreover, according to (Winarno, 2002), effectiveness is the achievement of success in achieving the stated goals. Effectiveness is also called use results. Effectiveness is always related to the relationship between expected results and actual results.

Based on the opinion above, if the achievement of goals gets bigger than the organization, the effectiveness is greater. With the achievement of goals which is larger than the organization, the greater result will be achieved from these goals. If after the implementation of the activities, the public policy turns out that the impact is not able to solve the problems being faced by the community, it can be said that a policy activity has failed.

Efficiency based on (Winarno, 2002), with regard to the amount of effort is needed to deal with a certain level of effectiveness. Efficiency is a synonym of economic rationality which means the relationship between

effectiveness and effort, which is generally measured by monetary costs. Efficiency is usually determined through calculation of costs per service. Policies that achieve the highest effectiveness are the smallest costs called efficiency.

Based on the description above, it can be concluded that if the objectives achieved by a public policy are very simple, the costs incurred are too large compared to the results achieved. This means that policy activities have done waste, and are not feasible to be implemented.

Adequacy, based on (Winarno, 2002), in public policy, the goals that have been achieved are felt to be sufficient and various things. Adequacy with regard to how far the level of effectiveness can satisfy needs, values or opportunities that foster problems. Adequacy is still related to the effectiveness that measures, or predicts how far the alternatives are available, in order to satisfy needs, values, or opportunities in solving problems that occur.

Based on the opinions above, the existence of various problems is a problem that occurs from a policy, so it can be concluded that the problem is included in one type of problem that exists. It means before a policy product is legalized and implemented, there must be an analysis of the suitability of the method to be implemented with the objectives to be achieved, whether the method is correct, or it violates the rules or the correct technical implementation.

(Winarno, 2002) said that equality in public policy can be said to have meaning with justice provided and obtained by public policy goals. The similarity criteria are closely related to legal, social rationality, and point to the distribution of consequences and efforts between different groups in society.

Responsiveness in public policy can be interpreted as the response of an activity. It means responding to public policy goals for implementing a policy. Responsiveness is concerned to how far the policy can satisfy the needs, preferences or values of certain groups of people. The success of the policy can be seen through the response of people who act to the implementation after first predicting the effect that will occur if the policy will be implemented. As well as the public response is after the impact of the policy has begun to be felt in the form of support or in the form of rejection.

According to (Winarno, 2002), accuracy is made a recommendation by assessing whether the results of the recommended alternatives are a feasible choice. The feasibility criterion is associated with substantive rationality because the criterion concerns to the substance of the goal, and it is not the way or instrument to realize that goal.

Based on the description above, it can be concluded that the criterion analyzes the usefulness of policy outcomes, namely whether the results achieved are truly useful for the community, especially the target group.



There are steps for evaluating policies based on Suchman cited in (Winarno, 2014) which reveal six steps in policy evaluation, namely:

1. Identifying the program objectives to be evaluated.
2. Analyzing of problems.
3. Decryption and standardization of activities.
4. Measurement of the level of change that occurs.
5. Determining whether the changes observed are a result of these activities or because of other causes.
6. Several indicators to determine the existence of an impact.

#### **b. Performance Evaluation**

Performance evaluation can also called "Performance appraisal". Appraisal comes from the Latin word "appratiare" which means giving value or price. Performance evaluation means giving value to the work done by someone to be compensated or rewarded. Performance evaluation is the fairest way of giving rewards to workers. Generally, everyone wants to get an achievement and expects achievements to be known and appreciated by others.

According to Simanjuntak cited in (Zaenuri, 2015), performance evaluation is a way and process of evaluating the implementation of the duties of a person or group of people or work units in one company or organization based on the performance standards or objectives set first. Meanwhile, performance evaluation based on (Zaenuri, 2015), becomes a tool used by institutions or government agencies and certain organizations

to assess the performance of sluggish apparatus. Performance evaluation can motivate the apparatus to improve performance, give counseling help the apparatus to prevent the performance that is not fast, so before the performance evaluation is held, the leaders have already conducted counseling to make improvements in the future. Based on the two opinions of experts, it can be concluded that implementing a performance evaluation is very necessary for the methods and processes at the time of implementation, so the assessment for each person or group is in accordance with established standards.

Performance evaluation or employee performance assessment was stated by Megginson cited in (Mangkunegara, 2000). Job performance assessment is a process used by a leader to determine whether an employee is carrying out his work related to the given duties and responsibilities. Based on the opinions conveyed above, it can be concluded that performance evaluation is a process or activity to conduct an assessment to determine the performance of individuals and organizations which is not based on the tasks and responsibilities given. Then, (Mangkunegara, 2000) defined that the performance of a person/employee, interpreted work performance is a result of work both in terms of quality and quantity that has been successfully achieved by a person/employee when carrying out tasks which are tailored to the responsibilities given previously.

Seeing the various opinions conveyed by some experts, it can be concluded that the definition of performance evaluation is a result of work

carried out by employees both in terms of quality and quantity that individuals and organizations have achieved with the aim of realizing the organization's vision and mission, goals and objectives of the organization through a strategic plan.

According to Gibson cited in (Mangkunegara, 2005), performance evaluation indicators can be seen from three aspects, as follows:

a. Productivity

Productivity is the perfection / accuracy of an organization's policy in providing services. It is adjusted based on the objectives of the policies or programs that have been made, while having standards of assessment, so policies or programs can benefit the community.

b. Effective and Efficient

In realizing the programs of an organization, it must be right which is related to the target to be addressed and adjusted to the budget that has been previously set.

c. Quality of Service

Service quality can be seen through the level of satisfaction from the community towards the service received. Service quality can be measured based on existing government policies in accordance with community needs.

The six functions of performance evaluation according to (Wirawan, 2009) are:

1. Providing input to the apparatus regarding its performance

When recruiting employees, the apparatus in carrying out the work provided is in accordance with job descriptions, operating procedures, and the apparatus meets the specified performance standards.

2. Promotional and demotion tools

Almost all of the performance evaluation systems and the results of evaluations are used in making decisions to provide promotions for valuable apparatuses whose performance has met the provisions of promotion. In this case, promotion can be in the form of salary increases, bonuses, promotions or occupying certain positions. However, if the employee's performance is not valued related to the set standards, the agency will use the evaluation results as a basis for providing demotion, namely in the form of decreasing salary, rank, or position.

3. Motivating tools

Performance that meets established standards, even achieves excellent results. The evaluation results can be used by agencies in motivating apparatus to maintain good performance, and become a motivation for other apparatus to improve their performance.

4. Determination and measurement of performance objectives

The system used in performance evaluation is to use the principle by objectives where performance evaluation is begun by determining the objectives and work goals of the apparatus appropriately at the beginning of the year.

5. Poor performance counseling

In performance evaluation, not all apparatus is able to carry out performance to meet the specified standards. This might occur because employees experience personal problems, or do not make efforts to complete the work to the fullest. For apparatus with poor performance, the assessor will provide counseling on the causes of the low performance assessed, and then make efforts to improve performance in the following years. Counseling can be done before a performance evaluation is carried out if the boss can find out the slowness of the apparatus in carrying out work.

#### 6. Empowerment of Apparatus

Performance evaluation is a tool to empower apparatus to be able to reach career paths. In this case, the evaluation of the performance of the apparatus can be used as a measure in improving career.

Based on the description of the performance evaluation function, it can be concluded that performance evaluation is a tool used by certain government agencies or organizations in assessing whether the performance of government apparatus is in accordance with established standards, and then performance evaluation is also a comparative benchmark for the performance of one government apparatus with others that can be used as motivation for the apparatus to improve performance. In addition, the function of performance evaluation by providing counseling can help the apparatus to immediately make efforts to improve performance in order to improve good performance in the following years.

According to Sunyoto cited in (Mangkunegara, 2005), the objectives of performance evaluation are:

- a. To analyze the performance from the previous time continuously and periodic, namely both the performance of employees and the performance of the organization.
- b. To evaluate the training needs of employees, namely through auditing skills and knowledge in order to develop themselves. With the results of evaluating the training needs, it is able to organize appropriate training programs to support performance.
- c. To determine future targets and provide good responsibilities from individuals and groups with the aim in which the next period is determined by employees, the quality and standards that must be supported.
- d. To determine the potential employees who deserve promotion, and then related to the results of discussions between employees and their leaders are used as a basis for compiling a proposal regarding the system of merits (merit system) and other promotional systems and rewards or reward system recommendations.

## **2. Theory of Inclusive Education**

According to (Zulfikar, 2017), Inclusive is an approach to build and develop an increasing open environment, inviting and involving everyone without thinking about differences in background, status, abilities and others. The inclusive environment, based on Rof'ah cited in (Munawaroh,

2013), is a social environment that is open and friendly, and eliminates obstacles because every citizen without exception helps, respects and embraces every difference; inclusive is a level of participation and a reduction in exclusivity in the social environment.

According to Hildegun Olsen cited in (Tarmansyah, 2007), inclusive education is a school that must accommodate all children regardless of physical, intellectual, social emotional, linguistic or other conditions. It must include children with disabilities, gifted. Street children and child laborers come from remote or mobile populations. Children who come from ethnic minority, linguistic or cultural populations and children from areas or groups that are disadvantaged or marginalized. According to (Marthan, 2007), inclusive education is an educational service for students who have special educational needs in regular schools (elementary, junior high, high school and vocational) that are classified as excellent both in terms of abnormalities, slow learning and other learning difficulties.

Inclusion can bring simple changes in people's life. As part of the community, people want to live in an environment that provides a sense of comfort, and serves opportunities to develop based on our interests and talents in order to make it easier to carry out obligations and get rights as citizens of the community.

According to Staub and Peck cited in (Direktorat Pendidikan Luar Biasa, 2004), stated that inclusive education is the placement of children with mild, moderate and severe disabilities in the regular class. According

to (Indianto, 2013), inclusive education is an education service system that provides opportunities for all children to learn together in public schools by paying attention to diversity and individual needs, so children's potency can be developed optimally. Meanwhile, the concept of inclusive education is an educational concept that presents all aspects related to openness in accepting children with special needs to obtain their basic rights as citizens (Illahi, 2013).

These are the concepts in inclusive education based on (Illahi, 2013) as follows:

1. The concept of children and the role of parents
2. The concepts of educational system and school
3. The concept of diversity and discrimination
4. The concept of advancing inclusion
5. The concept of human resources.

As a form of responsibility in the implementation of inclusive education, all parties are required to think hard to eliminate discrimination and repulsion that corner children with special needs from their living environment because basically, inclusive education is made in order to appreciate differences in each person. Based on some insights from the experts above, it can be concluded that inclusive education is a contemporary service system that is given to provide opportunities and to include children with special learning needs in public schools or the closest



school together with regular students as an effort to develop students' potency and create a conducive learning atmosphere.

Furthermore, there are three educational models that have been implemented to combine children with special needs with normal children taken from the opinion of Suyanto cited in (Wiratno, 2015), namely:

1. *Mainstream* is an educational system that places children with special needs in public schools and follows the applicable academic curriculum and teachers also do not have to adapt the curriculum.
2. *Integration* is to place children with special needs in a normal class of children, where they follow lessons which they can follow from their teacher. Whereas, for other subjects, children with special needs obtain substitutes in different and separate classes.
3. *Inclusion* is a system of education that provides opportunities for all students who have the potential for intelligence and special talent to take part in education or learning in an educational environment together with students in general.

According to Kustawan cited in (Andriyani, 2017), the purpose of inclusive education in educational goals includes:

- a. Providing the widest opportunity for all students who have physical, emotional, mental, social abnormalities, or who have the potential for intelligence or special talents to obtain quality education in accordance with their needs and abilities.

- b. Realizing education organization which respects diversity and is not discriminatory for all students.

The implementation of inclusive education which refers to the Minister of National Education Regulation (Permendiknas) No. 70 Year 2009 article 4 (1) stated that:

“Regency / City Government appoints at least 1 (one) primary school, and 1 (one) junior secondary school in each District and 1 (one) secondary education unit to provide inclusive education that is obliged to accept students as referred to in article 3 paragraph (1 )”

Based on this statement, it is explained that inclusive education is an education service that covers all children without exception, both at the level of *PAUD*, *TK*, *SD*, *SMP*, *SMA*, and *SMK*, and its implementation is regulated by the Regency / City Government. The implementation of education in Indonesia at all levels is based on the Government Regulation No. 19 Year 2005 concerning National Education Standards.

There are 8 criteria for national education standards, involving: content, process, competency of graduates, assessment, competence of teachers and education staff, facilities, management and financing (Rifani, 2016). Basically, these criteria are related to each other, which can be reflected through a number of topics, including: curriculum, quality of teaching, accessibility (non-physical and physical), organizational structure, policy, networking with the community and network support systems.

Thus, the performance evaluation indicator is a systematic assessment and measurement of the performance of an organization or institution by using indicators in its measurement to determine the results of its work. In this research, the researcher used Dunn's theory as the basis for analyzing the measurement of performance evaluation indicators; the use of the theory was based on more comprehensive performance evaluation measurement indicators.

Therefore, this research used Dunn's theory with the six indicators that have been able to represent other theories, and produce an analysis with the scope that covers all aspects in evaluating performance evaluations.

## **G. Conceptual Definition**

Conceptual definition is used to accurately describe the phenomenon to be examined. The conceptual definition of this research is stated as follows:

1. Performance Evaluation is a systematic assessment and measurement of the performance of an organization or institution by using six indicators from the theory of Dunn, namely, Effectiveness, Efficiency, Adequacy, Equality, Responsiveness, and Accuracy in its measurement to determine the results of its work.
2. Inclusive Education is a system of educational services to provide opportunities and include children with special needs to study in public

schools or the closest schools together with regular students as an effort to develop student's potency and create a conducive learning atmosphere.

## **H. Operational Definition**

Operational definition is definition based on defined characteristics that can be observed. Indirectly, the operational definition will point to the data collection tool that is suitable to be used. For facilitating the analysis of data, it is necessary to provide boundaries identified with the aim of answering the research problem. Some indicators are listed as follows:

### 1. Effectiveness

- Clarity of the objectives of Inclusive education program.
- Target of achievement in implementing inclusive education program.

### 2. Efficiency

- Availability of Human resources in implementing inclusive education program.
- Funds used in implementing inclusive education program.
- Availability of facilities that support the implementation of inclusive education program.

3. Adequacy
  - Sufficient curriculum in the implementation of inclusive education program
  - Activity that supports the implementation of inclusive education program.
4. Equality
  - An equity in the distribution of facilities to support the implementation of inclusive education programs.
  - An equity in the distribution of human resources to support the implementation of inclusive education programs.
5. Responsiveness
  - Reactions and responses from the target group in implementing inclusive education program.
  - Response and completion of the Education Agency in implementing inclusive education program.
6. Accuracy
  - The results of inclusive education program can be felt and useful for the target.

## **I. Research Methods**

### **1. Types of Research**

The type of research uses a descriptive qualitative approach.

According to (Sudarwan, 2002), qualitative research is a type of research

that more focuses on collected data in the form of words, images, and not in the form of numbers. Based on (Moleong, 2005), the qualitative research is research that aims to understand the events experienced by the subject of research such as behavior, attitudes, motivations, and actions. So qualitative research is described through a method of description, where the research takes the form of words and languages in a specific natural context and utilize various natural methods.

Qualitative research also requires a descriptive approach as the descriptive approach is a method used in describing the condition of a particular object based on visible facts which is then followed by an attempt to draw a conclusion in general based on some of these historical facts (Nawawi, 1994). Hence, this research uses descriptive qualitative research based on the results of data from research, which more focus on the interview and observation approaches. Therefore, the research produced descriptive data in the form of speech, writing and the behavior of the people observed.

The statement and definition above explains that in this research, the researcher wants to find out how the evaluation of Education and Culture Agency of Central Sulawesi toward the implementation of Inclusive Education in Palu City is.

## **2. Object of Research**

The object of this research is the Education and Culture Agency of Central Sulawesi. To support the data in conducting performance

evaluations, the researcher took samples in one school providing Inclusive Education in Palu City. The school used as sample in this research is SMA Negeri 4 Kota Palu.

The reason why the researcher did not take the Education and Culture Agency of Palu City as the object of research was because all policies for the implementation of inclusive education in Palu City were managed by Central Sulawesi Province.

### **3. Types of Data and Sources**

Since the descriptive method is used, the researcher needs primary data and secondary data.

1. Primary data is data obtained directly from the informant. The researcher tried to explore all forms of information obtained directly, especially data from the Education and Culture Agency of Central Sulawesi and one school used as research sample, related to the performance of Education and Culture Agency of Central Sulawesi toward the implementation of Inclusive Education in Palu City.
2. Secondary data is data that is obtained indirectly, both from documents and other supporting data, such as data obtained from documents, journals, books, and mass media related to this research.

### **4. Data Collection Technique**

1. Interview

Interview is a process to dig up information that the researcher wants to know more deeply about social symptoms which occur through

submitting the necessary questions and answers directly from the informant (Salim, 2006). The researcher used systematic structured interview techniques. The data obtained consists of direct quotes from someone about their experiences, opinions, feelings and knowledge (Suyanto, 2005).

## 2. Documentation

According to (Suyanto, 2005), documentation is a technique of collecting data and materials through notes, reports, books, journals or other documents obtained during research. According to Moleong cited in (Suyanto, 2005), documentation is written material or film, other than a record, which is not prepared because of the request of an investigator.

By using various documents, which can be taken by the researcher from various sources that are recorded. Can be in the form of journals, books, theses, photographs of the conditions in the field and others that support the research.

## **J. Data Analysis Technique**

In analyzing the data according to Surachmad cited in (Suyanto, 2005), the technique used is qualitative analysis, namely the research that is narrative, and interprets existing data and analyzes the data obtained, but does not arrive at theoretical reasoning. According to Nasution in (Salim, 2006), data analysis is the process of compiling data, so it can be interpreted; doing analysis is a difficult job and it requires hard work and creative power.



The data used are available data, the data in the form of documentation, or the results of interviews.

The analysis technique used is the primary technique because the required data is obtained directly through the interview that asked directly to the respondent who concerns about:

In this research, there are 4 qualitative data analysis processes (Salim, 2006), they are:

1. Data Collection

Data collection is done by searching for data needed in the field by the researcher using predetermined methods and collecting documents related to this research. The data collection is in terms of raw data from research results, such as interviews, documentation, field notes and so on.

2. Data Reduction

Data reduction is the process of selecting and simplifying rough data obtained in the field. The data reduction is done by summarizing the data obtained from the field and collecting the relevant documents with the research. After that, the data collected from observations, interviews, field notes and other data materials found in the field are classified and clarified by making summary notes, coding to adjust based on the results of the research.

3. Presentation of Data

The data that has been grouped and has been adjusted to the codes is then presented in the form of descriptive writing, so it is easily understood in its entirety, and can also draw conclusions to analyze and further research.

#### 4. Conclusion and verification

The results of research that have been collected and summarized must be repeated by matching the data reduction and data presentation, so the conclusions that have been studied can be agreed to be written as reports that have the correct level of trust.

### **K. Systematics Writing Plans**

The systematics of writing in this study is explained. Chapter I describes the background of the problem, the formulation of the problem, the purpose of the study, the benefits of research, the basic framework of the theory, conceptual definitions, operational definitions, research methods and systematic writing plans. Chapter II explains the object of research to be conducted.

Chapter III shows the results of the research and analyzing the results of research on the evaluation of Education Agency Performance toward the Implementation of Inclusive Education in Palu City Year 2014-2018. Chapter IV states the conclusions and suggestions for the research conducted.