

Implementation of Child-Friendly Inclusive and Healthy Education Policy for Children with Special Needs

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Inclusive education is a vital approach to ensuring equitable access to learning for all students, including children with special needs (ABK). **Despite increasing attention to inclusive policies in Indonesia**, their implementation at the local level remains varied and often fragmented. **Existing studies have not sufficiently explored the operational challenges of the RAIS (Child-Friendly, Inclusive, and Healthy) model**, particularly in rural or underserved areas. **This study aims to analyze the implementation of the RAIS inclusive education policy** for children with special needs at the State Junior High School level in Bulango Ulu District. **Using a descriptive qualitative method**, data were gathered through interviews with key stakeholders—such as the Education Office, school principals, and supervisors—and supported by secondary documentation. **The results reveal suboptimal implementation** across planning, execution, and supervision stages. Planning suffers from inadequate technical and financial support; execution is hindered by the lack of trained and accompanying teachers; and supervision remains limited to administrative review. **The study offers novelty by highlighting the RAIS model's current status as a conceptual framework** without concrete cross-agency operationalization. **The findings imply the need for intersectoral synergy**—particularly among the Education, Health, and Child Protection Offices—to ensure RAIS becomes a functional and comprehensive policy for inclusive, equitable education.

Highlights:

- RAIS is still conceptual and lacks operational guidelines.
- Teacher readiness and support are major implementation gaps.
- Cross-agency coordination is essential for effective inclusion.

Keywords: Inclusive Education, RAIS Model, Children With Special Needs, Policy Implementation, Intersectoral Collaboration

Introduction

The portrait of ideal education is an education that prioritizes equality without differences for students. Interestingly, the clash of equality between normal and abnormal is a form of discrimination that is often found in the educational environment, especially at the junior high school level. A corner of the field that develops in the community, children who have both disabilities in terms of physical disabilities (*physical*) and mental problems (*non-physical*) often become a new stereotype that makes it difficult to find a common point for a solution. As a result, students who have this kind of limitation must be alienated in the extraordinary school education environment (SLB). Ideal education should guarantee the principle of equality for all students, regardless of physical or mental condition. However, in practice, schools, especially at the junior high school level, are still a breeding ground for subtle and blatant discrimination against students with special needs. The dominant narrative in society that views children with disabilities as "different" or "less" creates a social construct that is not inclusive of inclusion. This stereotype is so deeply rooted that instead of seeking integrative solutions in the general education unit, children with disabilities are systemically directed to special schools (SLB), as if their differences are an excuse to be separated, not included. This paradigm shows that inclusivity has not really become a core value in education policy practice. Unfortunately, the commitment to inclusive education has not been followed by systemic readiness at the implementation level. One crucial indicator is the absence of adaptive curriculum and assessment guidelines specifically designed to meet the needs of students with special needs (ABK).[1]. This inequality can be seen from various aspects: first, the level of learning completeness of ABK students which is still far from expectations; second, the low capacity of teachers to understand and implement appropriate learning strategies; third, the lack of competent special assistant teachers; fourth, the condition of facilities and infrastructure that are not disability-friendly; and fifth, the difference in perspectives between schools, the community, and the government on the existence and rights of ABK students is still strong. This lack of harmonious perceptions makes learning for ABK not only limited technically, but also structurally problematic.[2].

Follow-up findings show that the success of inclusive education depends not only on the curriculum, but also on the readiness of a holistic learning environment. Real support for students with special needs should be realized through structured classroom design, customizable lighting, and sensory aids that support learning comfort. Visual elements such as pictorial schedules and color coding are very helpful for understanding, while the hub of positive communication between teachers and students, as well as acceptance from peers, is an important foundation. Learning must be personalized and flexible, utilizing adaptive technology and teaching strategies that adapt to individual needs. Without all this, inclusion would only be a symbol, not a solution.[3]. Furthermore, the critical discourse on inclusive education highlights that the success of its implementation is highly dependent on the readiness of human resources in the school environment. Teachers and education staff are not only required to understand the diversity of student needs, but must also be equipped with intensive training, ongoing mentoring, and access to adequate resources. Without adequate professional capacity, an inclusive approach will be difficult to implement effectively. On the other hand, the active participation of the community is also a crucial element. A collective awareness of the importance of education that is friendly to all individuals must be built so that support for students with special needs is not only present in the classroom, but also in the wider social ecosystem.[4].

Responding to this problem, despite the fact that many countries have not fully accommodated the rights of persons with disabilities, a sharp spotlight should be directed to the situation in Indonesia. Although the number of inclusive schools increased by 29 percent between 2020 and 2021, data shows that the gap in access to education for children with disabilities is still very sharp. As many as 36 percent of them have never received an education, a very unequal figure when compared to only 8 percent in the non-disability group. This indicates that the growth of inclusive educational institutions has not been accompanied by systemic reforms that guarantee fair, sustainable, and equitable access. Without concrete steps that touch on structural and cultural aspects, inclusive education in Indonesia risks becoming a symbol without substance.[5]. Ironically, the global response to this issue is far from ideal, considering that children with disabilities are the most vulnerable group to exclusion from the education system. A similar situation is reflected in Indonesia, where nearly 30 percent of children with disabilities do not have access to education at all, while those who do manage to enter school often do not receive adequate educational services. This fact shows that inclusion is not yet fully understood as a right, but is still treated as an exception that is temporary and not a priority.[6].

The phenomenon of inequality in access to education for children with special needs shows the need for policies that are not only symbolic, but are really able to answer their concrete needs in the education unit. Efforts to realize an inclusive education system in Indonesia actually have a strong normative and historical footing. Globally, the idea of inclusive education has emerged since the 1994 Salamanca Declaration which affirmed that every child has the right to education without exception, followed by the Agra Seminar in 1998 which resulted in the definition of inclusion as a dynamic process that respects differences and embraces all children, regardless of their background and condition. These principles were later adopted and developed by various countries, including Indonesia. The national commitment to inclusive education is enshrined in the 1945 Constitution Article 31 Paragraph 1 which guarantees the right to education for all citizens without discrimination. The strengthening of this concept is also outlined in Permendiknas No. 70 of 2009 which emphasizes that inclusive education is a system that allows students with disabilities and extraordinary potential to learn together in the same environment. The goal is not only to provide the widest possible access, but also to create an educational space that respects diversity, eliminates discrimination, and ensures the quality of learning according to the abilities and individual needs of students. In this context, inclusive schools are expected to be adaptive and child-friendly institutions, respecting differences as strengths, not barriers.[7].

According to *General Guidelines for the Implementation of Inclusive Education* The success of inclusive education is highly dependent on the application of the basic principles that are its foundation. First, the principle of equity and quality improvement emphasizes the importance of providing equal and quality educational opportunities for all children regardless of differences or individual conditions. Second, the principle of diversity recognizes that each student has unique characteristics, interests, and needs, so the learning approach must be able to adapt to these diversity. Third, the principle of meaningfulness requires that the learning environment be formed in an inclusive, friendly, and conducive manner in order to be able to encourage student independence through curriculum, teaching strategies, and relevant resource management. Fourth, the principle of sustainability emphasizes that inclusive education must be implemented continuously at all levels and pathways of education, both formal and non-formal. Finally, the principle of engagement demands active collaboration from all elements, including educators, families, communities, and peers, as a collective force to create a truly unified educational environment for all children.[8].

Regarding this inclusive education, one of the regions that also implements inclusive education is Gorontalo Province through the Regency/City government also contributing to enlivening this program. Gorontalo Province has a policy related to inclusive education, namely Gorontalo Governor Regulation Number 41 of 2015 concerning the implementation of inclusive education. Inclusive education is an educational approach that views each child as a unique individual with their own needs and potential. In principle, inclusive education accommodates all children to receive a decent, quality education, by respecting diversity and recognizing individual differences. To create inclusive policies, it needs to be guided by the principles of equality, diversity, and human rights. Policies should be designed to promote equal opportunities, eliminate discrimination, and uphold the dignity and rights of all individuals. The phenomenon of education from an early age makes it easier to continue education to the following levels. Inclusive education at the Junior High School (SMP) level in Bone Bolango district is one of the important agendas in efforts to distribute education equity in Indonesia, especially in Gorontalo province. At the junior high school level in Bulango Ulu District, inclusive education is faced with more complex dynamics than the basic education level. Students at this level begin to face higher academic challenges, so the ability gap between regular students and students with special needs is often increasingly pronounced. In addition, students with special needs also need greater social support considering that the adolescent phase is a crucial period in their psychosocial development.

The inclusive education policy in the Gorontalo area has begun to be implemented in various junior high schools, the implementation of which still faces various obstacles. Limited resources, facilities, and lack of teachers' understanding of inclusive education are the main challenges in creating an inclusive learning environment. This research is important to understand how inclusive education is applied in junior high schools, the challenges faced, and the impact felt by students and teachers in the context of that education. Based on the number of students in State Junior High Schools in Bulango Ulu District, it can be seen in the following diagram:

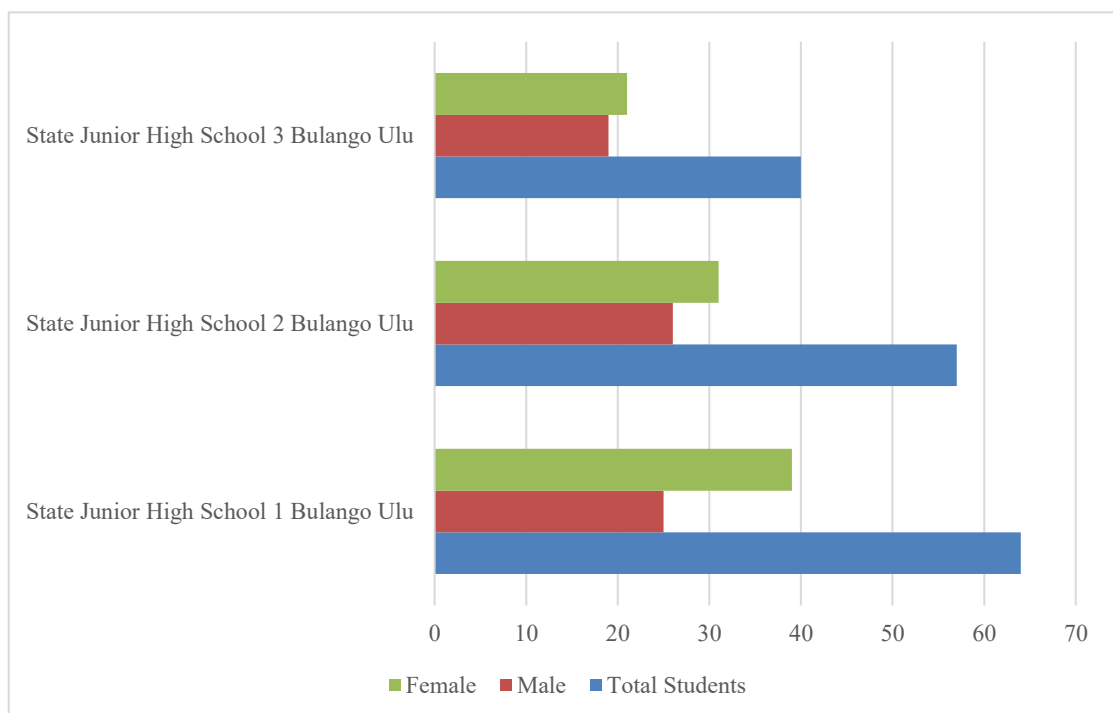
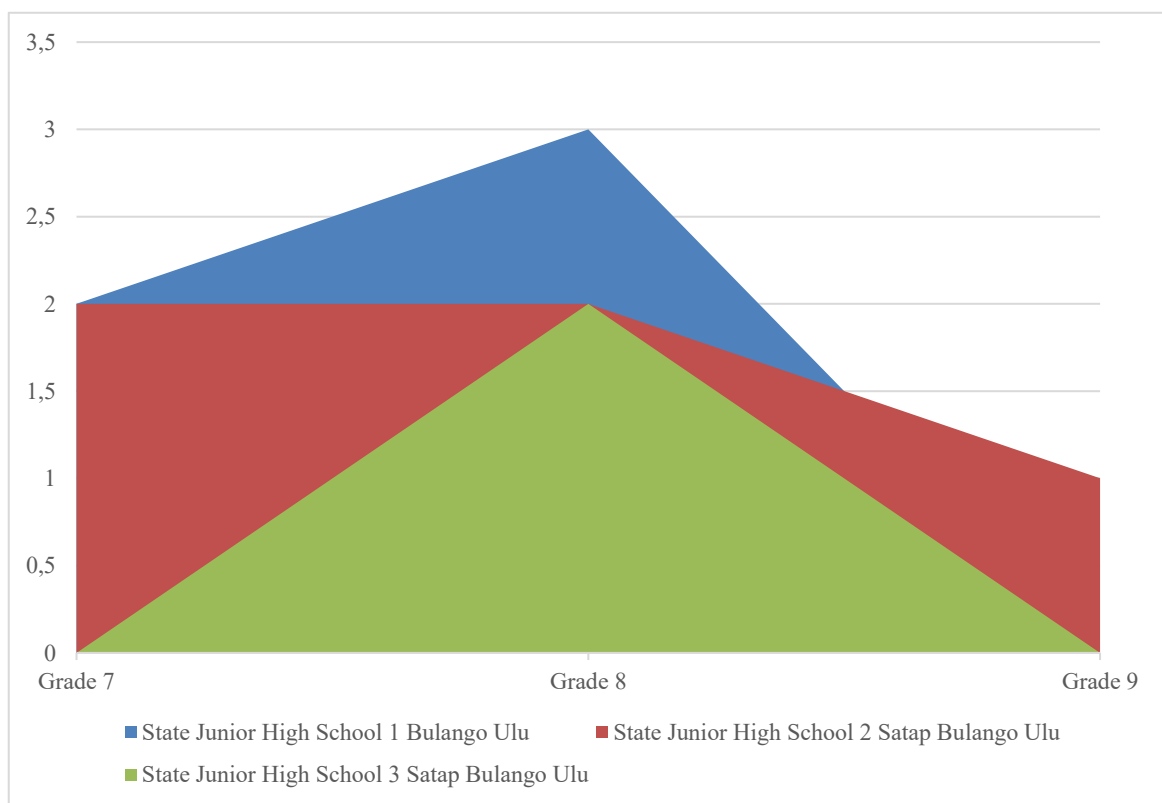


Figure 1. Number of Students in Three Junior High Schools in Bulango Ulu District

Based on data on the number of students at the Junior High School (SMP) level in Bulango Ulu District, Bone Bolango Regency, it is known that SMPN 1 Bulango Ulu has the largest number of students, namely 64 students consisting of 25 males and 39 females. Followed by SMPN 2 Bulango Ulu with a total of 57 students, consisting of 26 males and 31 females. Meanwhile, the lowest number of students was recorded at SMPN 3 Bulango Ulu, which was 40 students consisting of 19 males and 21 females. This data shows that the number of female students tends to be more than men in each school. Furthermore, for an overview of the condition of students with special needs spread across three State Junior High Schools through the graph below:

**Figure 2.** Number of Students in Three Junior High Schools in Bulango Ulu District

Data obtained in 2024 reveals the unequal distribution of students with special needs at the State Junior High School (SMPN) level in Bulango Ulu District, Bone Bolango Regency. The three existing schools

showed a non-uniform distribution: SMPN 1 Bulango Ulu out of a total of 58 students had 5 students with special needs spread across grades 7 and 8, SMPN 2 Satap with the same number of students recorded the existence of 5 students with special needs at all grade levels, while SMPN 3 Satap which only had 40 students actually recorded only two students with special needs in grade 8. This imbalance reflects the need for inclusive education policies that are flexible and contextual, in accordance with the conditions of each education unit. George R. Terry in *Principles of Management* emphasizing the importance of implementing the four functions of management, planning, organizing, implementing, and supervising to achieve policy effectiveness.[9]. While this framework offers a systematic approach to program implementation, it cannot be ignored that a managerial approach alone does not necessarily address the complexities of policy implementation at the grassroots level. In this context, Edward's approach with the model *top-down*. Instead, it provides a critical perspective through the four main variables of communication, resources, disposition, and bureaucratic structure, emphasizing more on the dynamics of policy implementers. Edward highlighted that without clear and consistent communication, adequate resource availability, supportive implementing attitudes, and a functional bureaucratic structure, the implementation of any policy has the potential to fail.[10].

Therefore, the effectiveness of inclusive education depends not only on administrative planning, but also on the extent to which the understanding, readiness, and involvement of implementers in the field can be fully integrated into the implementation process. Departing from this understanding, the two theoretical frameworks that have been described, namely George R. Terry's managerial approach and Edward's policy implementation model, show that there are critical gaps in the form of inequality in coordination and cross-sector synergy that need serious attention. An element of novelty in overcoming this problem is by integrating the RAIS program to support inclusive education as aspired by the Government. The results of the initial findings show that the RAIS Program is one of the flagship initiatives initiated directly by the Head of the Education and Culture Office of Bone Bolango Regency as a strategic step in improving the quality of education in the area. The program covers three main aspects, namely Child-Friendly, Inclusive, and Healthy Schools, which are designed to create a holistic learning environment that is responsive to the needs of all students. Several junior high school education units have started to implement this program with the full support of the Education Office, which shows the serious commitment of the local government in realizing equal and quality education. Through RAIS, students with special needs can now be accepted into public schools, which is concrete proof that inclusion is no longer a discourse, but is beginning to be realized in practice. Their presence in public classrooms is expected to encourage the acceleration of thinking, foster healthy living habits, and form the character of children who are tough, empathetic, and have noble character.

However, on the other hand, the presence of the RAIS Program also raises a number of conceptual dilemmas that require a comprehensive and directed solution. From the perspective of researchers, the strategic efforts that need to be taken are to strengthen synergy between sectors, especially between the Education Office, the Health Office, the Women's Empowerment and Child Protection Office (PPA), and other related educational institutions. This cross-institutional collaboration must be optimized so that the implementation of RAIS is not only administrative or ceremonial, but is able to reach substantial aspects in educational practices at the education unit level. This kind of integrative approach is believed to strengthen the effectiveness of the program in creating a truly child-friendly, inclusive, and healthy school environment in a sustainable manner. In addition, the problems that arise also indicate that there are gaps in the three main aspects of implementation, namely planning, implementation, and supervision

mechanisms. This inequality is exacerbated by weak communication between the parties involved, limited human resources and supporting facilities, and low disposition or proactive attitude of policy implementers in the field. The lack of cross-sector coordination and lack of a complete understanding of the substance of the program have caused the implementation of RAIS to not be fully optimal. This condition shows that the success of the policy is not only determined by the content of the program alone, but also by the structural and cultural readiness of all implementing elements in it.

This situation has also received serious attention, considering that all elements that experience this gap are crucial factors that greatly determine the success of a public policy. Communication, for example, is not just an exchange of information, but is the main foundation in equalizing perceptions and directions of movement between stakeholders. Without effective communication, the potential for misunderstandings in program implementation will be even greater. Furthermore, inter-agency cooperation is needed to ensure that each party, despite having independent goals, remains committed not to hinder each other. At a higher level, coordination becomes essential to align operational steps under one leadership geared toward a common goal. But the most essential is collaboration, which is a process of co-creation that goes beyond just working side by side, but creates solutions and innovations that cannot be produced individually.[11]. Other research findings also show alignment with regard to inclusive education programs that Factors Affecting The Effectiveness of Inclusive Education One of the important factors is the availability of resources and support services. Another factor is the attitude and thinking of teachers, students, and parents towards inclusion. A positive attitude, acceptance, and support of all stakeholders will help create an inclusive culture in schools and classrooms. Conversely, negative attitudes, lack of support and understanding can hinder the success of inclusive education initiatives.[12].

Similar conditions are also reflected in the context of the implementation of inclusive education in Indonesia in general. Challenges are still found in the implementation of a truly inclusive, innovative, and integrated learning program. This includes various aspects, such as improving the competence of educators, strengthening cross-sector collaboration, to building a community culture that respects the existence and rights of people with disabilities. Nevertheless, there are a number of factors that contribute to encouraging gradual progress in the implementation of inclusive education in the country, including increasing teacher understanding and competence, policy support from the government, synergy between agencies in a multisectoral manner, and the existence of a legal umbrella that supports the implementation of programs in a sustainable manner. In addition, an approach that focuses on the needs of learners is also an important element that allows inclusivity to be applied in a more contextual and humane way.[13].

In response to this, the novelty of this research lies in the integrative approach in implementing inclusive education policies based on RAIS (Religious, Safe, Inclusive, and Prosperous) at the junior high school (SMP) level, which until now has rarely been studied in depth in the context of secondary education in Indonesia. While much of the previous research focused more on basic education or policy aspects in general, this study made an original contribution by highlighting how RAIS values are internalized in inclusive education practices, including in curriculum planning, provision of support services, teacher training, and the creation of a welcoming learning environment for Children with Special Needs (ABK). This approach not only reinforces the pedagogical and social dimensions of inclusive education, but also represents a concrete effort to align policy implementation with local cultural and spiritual characteristics, making it a relevant and applicable model to be applied in other regions.

The review of this novelty is also based on the claim of an argument for ideal education on the modeling of policies that must be carried out for children with special needs. For example, the main findings of the inclusive education model developed in the study *A Critical Realist Model of Inclusive Education for Children with Special Educational Needs and/or Disabilities* by Xiao Qu shows that the ideal education for Children with Special Needs (ABK) should not be trapped in a dichotomy between medical models (*positivistic*) and social models (*interpretive*) which has been a debate in the inclusion discourse. Through the *Critical Realist Stratified Ontology*, this research offers an inclusive education model that is three-dimensional, which is able to bridge the tension of the paradigm. In this model version of the ideal education, the existence of ABK is understood not only in terms of medical conditions or social barriers, but also from a more complete and layered understanding of the reality of their needs. This means that educational decision-making should not be based solely on medical diagnoses or the spirit of social inclusivity, but must involve cross-professional collaboration with a holistic perspective, in order to meet the best interests of children at various levels of their needs. Thus, the ideal education for children and children is an education that is philosophically inclusive, flexible in practice, and collaborative in its implementation.[14].

By the findings of the study *Implicit Assumptions in Special Education Policy* reveals that the ideal education for students with learning disabilities must dismantle the hidden assumptions that have underpinned special education policies, especially the notion that disability is a deviation that must be abolished and that special services should be provided separately. The ideal inclusive education rejects this segregative view, and emphasizes the importance of providing services in a public environment that supports the full participation of all students without discrimination.[15]. Findings from the study *Taiwan's National Policies for Children in Special Education* It shows that the ideal education for children with disabilities is one that guarantees maximum development of potential, equal access to quality education, independence in life, and full participation in society. The study confirms that the ideal policy must be aligned with international principles such as *UNCRPD* and progressive national policies such as *IDEA* in the United States. Although Taiwan's policies are generally in line with each other, ideal education requires strengthening aspects of family participation, privacy protection, and appropriate evaluation procedures, while taking into account the local cultural context.[16]. In addition, the main findings of the article *The Special Education Paradox: Equity as the Way to Excellence* by Thomas Skrtic emphasizes that the ideal education for children with special needs cannot be achieved through the rigid bureaucratic structure and professional culture that prevails in the current special education system. Skrtic proposed an alternative concept called *Adhocracy*, i.e. a school organizational structure that is flexible, collaborative, and actively problem-solving-oriented. Within this framework, the ideal education is one that balances academic excellence (*Excellence*) with justice (*equity*), not separating them, so that all students, including those with special needs, get a meaningful, adaptive, and equal learning experience to face future challenges.[17].

Based on findings from various international studies, the urgency and novelty of the study *Implementation of RAIS-Based Inclusive Education Policy for Children with Special Needs in Junior High School* become very relevant and urgent to do. First, as revealed in the model *Critical Realist* by Xiao Qu, the ideal inclusion policy must be able to bridge the dichotomy between medical and social approaches, which in the Indonesian context have not been widely implemented holistically at the junior high school level. Second, Moira Kirby emphasizes the importance of dismantling hidden assumptions in special education policy, especially segregative views, which are still widely found in our educational practices a challenge that seeks to be answered through grades *Inclusive* and *safe* in the RIS approach. Third, Taiwan's policy

studies show that alignment with global principles such as *UNCRPD* and local policies are essential, but they must still be contextual, and the RAIS approach offers local uniqueness that can be an alternative model. Fourth, the idea *Adhocracy* from Thomas Skrtic points out the need for a collaborative and character-responsive school system that is in line with values *Stuttgart* and *religious* in RAIS, which emphasizes cross-actor collaboration and the formation of a more humane school culture. Therefore, this study presents a novelty by raising an inclusive policy model based on local values (RAIS) in the context of junior high school, which is not only theoretically relevant but also very applicable to the education system in Indonesia which is plural and rooted in the cultural and religious values of its people.

Therefore, departing from a number of portraits of the problem and the findings that have been identified, this study is focused on three main aspects. First, to examine how to implement inclusive education policies at the junior high school (SMP) level in Bulango Ulu District, Bone Bolango Regency. Second, identify various factors that affect the success and obstacles in the implementation of the policy, both from the internal aspects of the education unit and external support involving various stakeholders. Third, formulate an ideal concept in the implementation of inclusive education policies based on RAIS (Child-Friendly, Inclusive, and Healthy) aimed at children with special needs at the junior high school education level, so that it can be a reference in realizing a more responsive, adaptive, and equitable learning environment.

Method

The research method used is descriptive qualitative research. Typically, the primary focus of qualitative research is to explore and explore the meanings, experiences, and subjective perspectives of individuals or groups in a particular social, cultural, or situational context. This method is often used to gain an understanding of patterns, themes, and relationships that cannot be quantitatively measured, as well as to develop a theory or deeper understanding of the issue or problem being studied.[18]. Then what is meant by descriptive is the description of a certain phenomenon, situation, or characteristic without changing or manipulating variables. In general, the types of descriptions in qualitative research include narrative descriptions, analytical descriptions, and quantitative descriptions. Narrative descriptions use storylines to explain phenomena, providing an in-depth picture through narrative and data citations. Analytical descriptions focus on identifying patterns, themes, and relationships in data to provide more in-depth interpretation. Meanwhile, quantitative descriptions present data in the form of statistics or figures, offering a structured and measurable presentation of research results.[19].

The data source in this study consists of primary data obtained through interviews with informants consisting of the Bone Bolango Regency Education Office, the Principal of Negri Junior High School 1,2,3 Bulango Ulu District and the Supervisor. The primary data function provides specific and relevant information according to the purpose of the research, and is usually considered more accurate and reliable because it comes directly from the source without third-party interpretation or modification. Meanwhile, secondary data is data that is not obtained directly from primary sources, but through other media or sources that have existed before. This data is generally collected by other parties and used by researchers for different purposes. Secondary data includes reports of previous research results, statistical data from government agencies, journal articles, books, and other relevant documents. Secondary data are often used to complement primary data, provide additional context, or support research analysis with information that is already available.[19].

To ensure the validity and validity of the data in this descriptive qualitative research, the researcher applied triangulation of time, techniques, and theories simultaneously. Time triangulation is carried out by collecting data at different times, both before, during, and after the implementation of RAIS-based inclusive policies in schools, to see the consistency of information and changes that occur in the implementation process. The triangulation technique is applied through a combination of three data collection methods, namely in-depth interviews with key informants (such as the Education Office, school principals, and accompanying teachers), direct observation of the implementation of inclusive policies in classrooms and school environments, and documentation of regulations, work programs, and reports on inclusive education activities at the junior high school level. Meanwhile, theoretical triangulation is used by comparing and analyzing field findings using various theoretical perspectives, including the theory of an inclusive education model based on *Critical Realism*, socio-cultural approaches to disability, as well as the principles of *UNCRPD* and local RIS policies, in order to avoid bias from one point of view and to enrich data interpretation. Through the application of these three forms of triangulation, the data obtained becomes more robust, credible, and accountable in explaining the complexity of the implementation of RAIS-based inclusive education policies for children with special needs at the junior high school level. Data triangulation like this is useful to increase the validity and confidence of research findings, by ensuring that the data obtained is consistent from various time, techniques, and theoretical viewpoints. This approach helps researchers understand the phenomenon more comprehensively, avoid bias, and strengthen the interpretation of qualitative research results.[20].

Results and Discussion

A. Implementation of RAIS-Based Inclusive Education Policy for Children with Special Needs in Junior High School in terms of Planning, *Actuating*/Directing, and *Controlling*.

As the results of the study show that communication on the implementation of inclusive education still faces various obstacles at the school level. Interactions between teachers, students with special needs (ABK), parents, and schools have not been fully effective in supporting the inclusion process. One of the main challenges is the limitations in understanding the characteristics and communication needs of ABK, especially for those with speech and cognitive impairments. The absence of adequate communication media also exacerbates the obstacles in building meaningful interactions between teachers and students. In addition, communication between stakeholders in schools, such as between teachers and parents, is still sporadic and has not been structured regularly in discussing children's development and needs. The lack of special training for teachers related to inclusive communication strategies is also an inhibiting factor in creating a learning environment that is responsive to diversity. On the other hand, support from the education office in building an adaptive and inclusive communication system is still limited, both in the form of technical assistance and the provision of alternative communication devices. Therefore, it is necessary to strengthen communication capacity at the school level through training, provision of communication tools, and the development of a more targeted coordination mechanism between all parties involved in the implementation of inclusive education.

The results of the study show that communication in the implementation of inclusive education has not been running optimally. Planning is the first management function that forms the basis for other management functions. Planning is defined as the process of determining organizational goals and the

strategic steps that must be taken to achieve them. In the context of inclusive education, planning should include identifying short- and long-term goals, formulating effective communication strategies, and efficiently allocating resources, such as teacher training and the provision of communication aids for children with special needs. This indicates that these aspects have not been properly met. Communication constraints experienced, such as the lack of auxiliary media and special training for teachers, show that planning has not been carried out thoroughly and strategically. The emphasis on this is that good planning provides clear direction and reduces uncertainty in the future. Therefore, the lack of careful planning has an impact on communication barriers that interfere with the implementation of inclusive education policies.[9]

From this analysis, it can be concluded that to optimize the implementation of inclusive education, it is necessary to strengthen the planning function which includes the preparation of comprehensive communication strategies, teacher capacity building, and the provision of adequate communication support facilities. With good planning, it is hoped that the implementation of policies can run more effectively and sustainably. In this regard, the results of the study show that communication in the implementation of inclusive education in Bulango Ulu District Junior High School has not been running optimally, which reflects weaknesses in the planning stage as the main management function according to George R. Terry, 1961, who stated that planning is the process of determining goals and strategic steps that must be implemented so that the organization can achieve goals. In this context, the lack of communication aids and training for teachers in interacting with children with special needs indicates that planning has not included the identification of needs and the effective allocation of resources.

Another view states that the view of planning must be followed by systematic coordination and organization of resources, which is not optimally seen from the lack of special companions and supporting facilities in schools.[21]. The importance of the communication function in management to achieve organizational goals, which in this study is disrupted due to limited communication between teachers, students, and parents.[22]. This matter also emphasized that effective communication channels and the existence of feedback are very important in the education process, but in reality communication and teacher training aids are still inadequate.[23]. Furthermore, systems theory by Ludwig von Bertalanffy, 1968, reminds that organizations are open systems that require dynamic interaction between internal and external elements, and these communication barriers indicate a lack of systemic integration in the implementation of inclusive policies. The success of policy implementation is highly dependent on coordination and communication between policy actors, which in this study is still the main problem.[24]. If there is a change in education, it requires continuous support through consistent training and communication, which is currently not optimal, thus hindering the effectiveness of the implementation of inclusive education.[25]. Therefore, the communication barriers found are a reflection of weak strategic planning, coordination, and resource organization that should strengthen the implementation of inclusive education policies to run effectively and sustainably.

Other findings regarding the implementation after the planning stage show that the implementation of inclusive education policies is already ongoing, but it is still dynamic and continues to develop. Schools and teachers tend to adapt more flexible and personalized learning methods to meet the diverse needs of students, with active supervision from external parties such as school supervisors. This means that the implementation of inclusive education policies is a phase in which the plans and policies that have been designed are implemented in real life in the school environment, involving all components of education

ranging from principals, teachers, students, parents, to the surrounding community. School principals play a central role as a motivator who motivates educators and ensures support both emotionally and academically for students with special needs. Teachers are required to implement adaptive and differentiating learning strategies according to the needs of each student. The success of this implementation is characterized by strong leadership, effective coordination, and open communication between stakeholders to create a fair and inclusive learning process.

In addition, persuasive efforts are also carried out to increase the awareness of regular students so as not to discriminate against students with special needs. Adjustment of learning schedules and learning methods is an important part of the implementation. The formation of a special assistance team and the use of alternative learning media also support this process. A supportive and inclusive social environment is built through classroom briefings and activities that instill the values of tolerance, empathy, and discrimination-free intervention. The implementation of this policy focuses on flexibility and differentiation so that inclusive education can run optimally and sustainably. The findings of the study show that the implementation of inclusive education policies in Bulango Ulu District Junior High School has been running in real terms but is dynamic and requires flexible adjustments from schools and teachers. This is very much in accordance with the function of mobilization or implementation in management is a process to move members of the organization to carry out tasks according to the plan that has been set.[9]. In this context, the principal plays an important role as a leader who motivates educators and ensures emotional and academic support for students with special needs, so that the leadership function is key in influencing the behavior and performance of teachers and school staff. Teachers as implementers in the field are required to implement adaptive and differentiating learning strategies, indicating that effective direction and guidance from leaders and clear communication are important factors to achieve inclusive education goals. Effective implementation is also seen in good coordination and open communication between all stakeholders, including students and parents, which creates harmonious working relationships and supports an inclusive learning process. Thus, Terry's driving theory emphasizes that strong leadership, clear communication, and proper motivation are key elements in ensuring that the implementation of inclusive education policies runs as planned and produces positive impacts in the school environment.

This is in line with Hasibuan's understanding that the function of mobilization is highly dependent on the ability of leaders to motivate, guide, and build harmonious communication so as to create a conducive and productive work atmosphere.[26]. In principle, the implementation of policies is not only about carrying out plans, but also requires good coordination between education actors and strong interpersonal relationships in order to create synergy in the implementation of programs.[27]. In the context of inclusive education, this means that school principals, teachers, students, parents, and the community must work together synergistically, communicate openly, and support each other. Mangkunegara further underlined that effective mobilization must involve two-way communication between leaders and team members to ensure each individual understands his or her role, so that policy implementation is not partial or just a formality.[28].

The elements of discipline and collaboration are important factors in the driving function. Mobilization without good work discipline will reduce the effectiveness of implementation, while the spirit of collaboration helps build a sense of togetherness and collective responsibility among implementers.[29]. In the implementation of inclusive education, collaboration between regular teachers and accompanying teachers, as well as emotional support from principals and guardians, are crucial to create an inclusive and

supportive learning environment. Simamora stated that motivation is the main key that must be managed intensively in the driving process. Without sufficient motivation, organizational members tend to be passive and unenthusiastic in carrying out their duties, making organizational goals difficult to achieve optimally.[30]. Therefore, school principals and teachers need to develop various motivational strategies that are able to arouse the learning spirit of students with special needs and also teachers involved in mentoring emphasize the importance of effective and consistent communication as a foundation in strengthening coordination and increasing the effectiveness of policy implementation. Clear communication can minimize misunderstandings and speed up decision-making and follow-up implementation. This is particularly relevant in the context of the implementation of inclusive education that involves various parties with diverse backgrounds and needs. [26]. Wibowo highlighted the importance of periodic evaluation and follow-up as part of the driving function so that the implementation of policies does not stop at the initial stage, but continues to undergo improvements and adjustments so that the quality of inclusive education increases.[31]. Evaluation also helps identify barriers that arise during implementation and formulate appropriate solutions in a participatory manner. Overall, the implementation of inclusive education policies at SMP Negeri Bulango Ulu District has reflected the main principles of the management driving function, namely communicative and motivating leadership, good coordination between school elements, and continuous evaluation for quality improvement. This implementation requires the active involvement of school principals as the driving force, teachers as the main implementers of adaptive learning, and all stakeholders in building an inclusive, supportive, and equitable educational environment.

In terms of *controlling*, the findings of the study show that the supervision of inclusive education policies in Bulango Ulu District Junior High School has been carried out in a systematic, multi-tiered, and participatory manner, with the mechanism of field visits, reflection with teachers, observation using instruments, and periodic reporting to the education office. This supervision not only aims to assess compliance, but also to help schools overcome obstacles and improve the quality of implementation consistently. Consistency in evaluation is key in ensuring the continuity of implementation oriented towards continuous improvement. The multi-layered supervision mechanism involves school supervisors, regional coordinators, and education offices, who observe the inclusive learning process, teacher involvement, and the availability of supporting infrastructure. In addition, routine evaluation meetings with teachers and supervisors are also held as a forum for reflection and receiving input for improvement. All supervision results are used as a basis for providing direction, following up on obstacles, and planning future improvements. This participatory approach ensures the involvement of all stakeholders in maintaining the quality of inclusive education, creating harmonious working relationships, and strengthening school commitments. These findings reflect effective oversight practices in education management, i.e. oversight that is not only administrative but also communicative and collaborative, which can improve accountability and quality of policy implementation in a sustainable manner.

Research findings that show that the supervision of inclusive education policies in Bulango Ulu District Junior High School is carried out in a systematic, multi-level, and participatory manner can be analyzed using supervision theory as a process to determine what has been achieved, compare it with predetermined standards, and take corrective actions if deviations occur.[9]. In this context, supervision is carried out through field visits, observations, reflection with teachers, and periodic reporting in accordance with the functions of performance measurement and evaluation of results mentioned in the theory, the supervision aims to ensure that the implementation of inclusive education runs in accordance with the plans and

standards set by the education office and the needs of students. In addition, a layered supervision mechanism involving school supervisors, regional coordinators, and education offices shows that there is in-depth control so that education managers or managers can know the extent to which policy implementation is going according to target. When constraints or deviations are found, such as limited resources or a lack of teacher training, corrective action can be taken immediately through direction and continuous improvement planning. This is in line with the supervisory function as the final part of the management cycle that ensures the smooth and successful achievement of organizational goals, in this case inclusive education. Thus, the supervision implemented at Bulango Ulu Junior High School not only acts as a tool of administrative control but also as an active correction mechanism to improve the quality of the implementation of inclusive education policies consistently and sustainably.

Interestingly, if the findings are reduced to the debate on theoretical conflicts, it actually shows that there are important points that actually trigger the bias of the program. This can be seen in the following table;

RAIS Management Context	Key Findings	Relevance to RAIS Values	Analysis and Implications
Planning	Communication planning and the provision of inclusive educational facilities have not been optimal; lack of teacher training, limited communication media, and coordination have not been systematic.	Safe & Inclusive	Weak communication strategy planning and resource allocation hinder the creation of a safe and friendly environment for crew members. A systematic strategy is needed that ensures access and comfort for students with special needs.
Actuator / Director	Implementation runs dynamically with the active role of the principal as a motivator; teachers apply adaptive methods; there is emotional and social support; Collaboration began to grow.	Religious, Inclusive & Prosperous	Value-based leadership, open communication, and adaptive learning encourage an inclusive and equitable learning environment. Religious values are reflected in an attitude of empathy, tolerance, and acceptance of diversity.
Control	Supervision is carried out through field visits, observations, teacher reflections, and reporting; there is the involvement of the Education Office and a tiered evaluation; A participatory approach is starting to be implemented.	Inclusive & Prosperous	Data-based and reflective control mechanisms support continuous quality improvement. Collaborative evaluations help maintain inclusive service quality and strengthen the well-being of students and educators.

Table 1. Findings of the Implementation of RAIS-Based Inclusive Education Policy Based on Managerial Functions in Junior High Schools in Bulango Ulu Regency

The table above shows the construction of findings from the research on the implementation of RAIS-based inclusive education policies in Bulango Ulu Regency Junior High School shows that there is a close relationship between the three main managerial functions of planning, mobilization/direction, and control with the basic values of RAIS, namely Religious, Safe, Inclusive, and Prosperous. In the planning stage, it was found that the lack of a systematic communication strategy, the lack of teacher training, and the lack of adaptive communication media for children with special needs (ABK) showed weak needs mapping and resource allocation, thus hindering the realization of a safe and inclusive school atmosphere. Meanwhile, at the mobilization/direction stage, inclusive policies have begun to be implemented dynamically, characterized by participatory and motivating leadership of school principals, as well as the involvement of teachers in implementing adaptive learning that is responsive to the needs of children, which reflects religious values (through empathy and tolerance), inclusive values (in learning differentiation), and prosperous values (through social and emotional support). As for the control function, it was found that there is a multi-layered supervision practice that is participatory and systematic, involving teachers, supervisors, and education offices through observation, reflection, and periodic reporting, with the aim not only of ensuring compliance, but also as a corrective and quality improvement effort in a sustainable manner, in line with the spirit of inclusive and prosperous values in RAIS. Thus, the construction of these findings shows that the success of the implementation of RAIS-based inclusive education policies is greatly influenced by the extent to which the three management functions are carried out consistently and integrated, and is supported by the internalization of RAIS values as an ethical and operational foundation in building an educational environment that is responsive to the diversity of student needs.

In response to this, it is necessary to strengthen the surveillance system in the implementation of inclusive education policies that not only rely on conventional approaches, but also integrate the principles of contemporary surveillance theory that emphasize the importance of data-based surveillance and effective feedback loops as a foundation for continuous improvement. In this context, supervision is no longer one-way (*top-down*), but must adopt a participatory approach that actively involves all stakeholders including teachers, students, principals, parents, and the education office in the evaluation and decision-making process. [32]. This model strengthens accountability, increases transparency, and accelerates responses to real problems faced on the ground. In addition, modern supervision also demands the use of information technology as a tool for real-time monitoring and accurate documentation, so that decisions taken are more timely, evidence-based, and as needed. The findings of the study showing the existence of a layered monitoring mechanism and routine reflection at Bulango Ulu Junior High School show that the approach has begun to be applied appropriately. [33]. Therefore, strengthening the integration between classical management theory and contemporary supervision theory is important, so that supervision functions not only as administrative control, but also as an adaptive and transformative organizational learning instrument in supporting the implementation of inclusive education in an effective, collaborative, and sustainable manner.

B. Factors Inhibiting the Implementation of RAIS-Based Inclusive Education Policies for Children with Special Needs in Junior High School in Communication, Resources and Disposition/Attitude.

The results of the study show that one of the main factors that hinder the implementation of inclusive education policies in junior high schools in Bulango Ulu District is obstacles in the communication aspect.

These obstacles include the limitations of communication aids for children with special needs (ABK), low communication competence of teachers in dealing with students with speech and cognitive disorders, and weak coordination between institutions, including between schools and education offices or outside experts such as psychologists and therapists. This communication problem has a direct impact on the learning process, because the inability to establish effective communication causes a low understanding of the teaching material and hinders their adaptation process in the school environment. Not only that, the school's response to the needs of ABK was also delayed due to the lack of a responsive and integrated communication system. Findings regarding communication barriers in the implementation of inclusive education policies in junior high schools in Bulango Ulu District indicate serious disruptions in information delivery and coordination between related parties. Based on policy communication theory, the success of policy implementation is largely determined by the effectiveness of communication which includes three main elements: transmission, clarity, and consistency. In the context of transmission, this study found that the process of distributing information about inclusive education policies from the education office to schools has not run smoothly. The lack of communication aids for students with special needs (ABK) and the lack of communication training for teachers show that the transmission of policy messages is not conveyed accurately and comprehensively. These barriers cause policy interpretations to be non-uniform and often subjectively adjusted by individual schools or teachers.[10].

From the aspect of clarity, the findings show that there is still ambiguity in the technical understanding of policy implementation, especially related to the procedures for handling crew members and the use of appropriate learning approaches. This ambiguity is further exacerbated by the absence of applicable practical guidelines and weak assistance from the office, making it difficult for teachers and school principals to translate policies into concrete actions in the field. Meanwhile, the element of consistency has also not been fulfilled properly. The information received by schools from various sources often changes, both in terms of technical implementation and other supporting policies such as expert assistance or the procurement of assistive equipment. As a result, policies do not run in a clear direction and make it difficult for schools to build a stable and sustainable inclusive education system. Thus, communication barriers in the implementation of inclusive education policies in this region not only have an impact on the understanding and readiness of implementers, but also contribute to the low quality of educational services received by ABK. Therefore, it is necessary to improve the policy communication system that emphasizes accurate transmission, clarity of policy content, and consistency of information across levels of government so that the implementation of inclusive education can run effectively and in accordance with the initial goals of the policy.

Communication barriers found in the implementation of inclusive education policies in junior high schools in Bulango Ulu District show that communication has not been effective as the main communication tool between policy makers and implementers in the field. In the context of public policy, communication plays a central role in ensuring that policy content is understood and implemented uniformly. Communication is one of the determining factors in policy implementation because it determines the extent of the implementer's understanding of the substance of the policy.[34]. Communication barriers that occur, such as limited auxiliary media, lack of teacher training, and weak coordination, show that the element of message transmission has not been maximized.[35]. Clarity of communication is needed so that policy implementers do not interpret the content of policies differently. In this case, the lack of clarity in the operational guidelines and the weak instructions from the education office cause confusion for schools in implementing the inclusion principle. Meanwhile, the importance of two-way communication between

superiors and subordinates, so that policies can be implemented according to the context and real needs in the field. The absence of mutual communication between schools and agencies leads to slow responses to the obstacles faced by teachers.[36]. In line with communication in policy implementation, it must be adaptive and contextual, but in this finding the communication approach used is still bureaucratic and one-way.[37]. In this regard, consistency of communication between implementing agencies is very important to maintain the continuity of implementation, but in the implementation of this inclusive education policy, there is a lack of synchronization between central and regional policies.[38]. Meanwhile, the success of communication in the implementation of education policies is highly dependent on the awareness and capacity of the implementers in conveying information effectively to all stakeholders. The teacher's unpreparedness in delivering material to ABK emphasizes that inclusive communication training has not been adequately internalized. [39]. At this level, ideally, policy communication must pay attention to the cultural and psychological aspects of the policy target, in this case ABK and the learning environment. The absence of media that is in accordance with the characteristics of ABK causes the policy to run suboptimally. Therefore, communication barriers in the implementation of inclusive education policies in Bulango Ulu must be addressed with a holistic, adaptive communication strategy, and actively involve all parties so that the meaning of inclusivity can be truly implemented consistently and effectively in schools.

In addition to communication, on the resource factor, the study shows that the limitation of Human Resources (HR) is one of the main obstacles faced in the implementation of inclusive education policies in the Bulango Ulu area. This problem is not only incidental, but even, especially in suburban schools that lack access to professional training, mentoring, and technical supervision. Teachers in this area generally do not have special competence in dealing with Children with Special Needs (ABK), both in terms of knowledge, differential pedagogical skills, and psychosocial understanding of students. In addition, the absence of special assistant teachers and professionals such as educational psychologists also worsens the implementation of inclusive services that should be oriented to the individual needs of students. In other words, the lack of human resources not only affects the quality of learning, but also hinders the creation of an adaptive and diversity-friendly learning environment. In many cases, teachers find it difficult to design appropriate learning strategies because they are not equipped with adequate training, both conceptually and practically. This creates an imbalance between the spirit of inclusivity carried out in policies and practices at the level of educational units. For this reason, more targeted and comprehensive policy interventions are needed, including through periodic training based on inclusive competencies, recruitment of special educators, and the formation of partnerships with external professionals such as psychologists, therapists, and special education consultants. This approach aims to strengthen the school's internal capacity to be able to implement the principles of inclusive education optimally and sustainably.

The findings of the study show that the limitation of Human Resources (HR) is the main obstacle in the implementation of inclusive education policies at the junior high school level in Bulango Ulu District. This is very much in line with the theoretical view that successful policy implementation is highly dependent on the availability of resources that include four essential elements: staff, information, authority, and facilities.[10]. First, in terms of staff, schools in this region generally do not have teachers who have special competencies in handling students with special needs. Most teachers still use conventional approaches that are not adaptive to the diversity of student needs. The absence of special assistant teachers and educational psychologists further clarifies that the staff element as a vital component has not been optimally fulfilled. Second, from the information aspect, there are still many teachers and school principals who do not fully understand how inclusive education policies must be implemented in accordance with technical and

regulatory provisions. The lack of training and policy socialization is a factor causing this weak understanding. Third, in terms of authority, school principals have indeed gained formal legitimacy to implement inclusive policies, but in practice this authority is often not accompanied by sufficient operational support, such as special budget allocation or strengthening the role of supervisors in accompanying implementation. As a result, policy implementation relies more on the personal initiative of teachers than on structured support systems. Fourth, the facility aspect also shows significant weaknesses. Schools have not been equipped with supporting facilities such as special service rooms, communication tools, or adaptive teaching materials that are suitable for the needs of ABK. This shows that of the four resource elements as referred to in Edward III's theory, all of them still suffer from serious constraints that contribute directly to the ineffectiveness of policy implementation.

Therefore, to ensure the success of inclusive education policies, a strategy is needed to strengthen the four components of resources simultaneously. There is a need to recruit and train special teaching staff, provide easily accessible policy information, provide authority equipped with technical support, and provide facilities that are in accordance with inclusive service standards. In addition, the limitation of human resources (HR) is the most crucial finding in the implementation of inclusive education policies in junior high schools in Bulango Ulu District. The absence of accompanying teachers, the absence of school psychologists, and the low capacity of teachers in handling children with special needs (ABK) emphasize that the inadequate quality of human resources is the main obstacle in carrying out the inclusion program optimally. The analysis of these findings can be explained through various theories from Indonesian literature. First, according to the implementation of inclusive education policies, it is greatly influenced by the readiness and competence of teachers, because teachers are the spearhead in the learning process in the classroom. When teachers do not have the knowledge and skills in inclusive education, then the learning approach that should be adaptive tends not to work as it should.[40]. Second, inclusive education can only succeed if there is systemic support in the form of continuous training and teacher empowerment so that they are able to recognize the needs of children and develop appropriate strategies.[41]. Third, it states that the quality of inclusive education services is influenced by the availability of special human resources such as psychologists, therapists, or inclusion counselors who have an extraordinary educational background, which until now has not been widely owned by schools in suburban areas.[26].

Fourth, the importance of collaboration between schools and external institutions such as health centers, social services, or NGOs that have competence in handling ABK. Unfortunately, this collaboration has not been established optimally in the junior high schools studied.[42]. Fifth, it is stated that the leadership factor of school principals is very influential in creating an inclusive school culture. Participatory leadership will encourage teacher capacity building through learning forums or internal training. However, in this area, leadership is still administrative and has not touched the aspect of human resource development intensively.[43]. Sixth, it is revealed that inclusive education human resources require concrete regional policy support, such as a budget for the recruitment of accompanying teachers or continuous technical training. If regional policies are only limited to regulation without operational implementation, then the program tends to be stagnant.[44]. Seventh, it shows that inclusive education does not only require competent teachers, but also interdisciplinary support systems, such as a team of assessment experts, differentiating curricula, and academic supervision that understands the principles of inclusion. [45]. In Bulango Ulu, this cross-sector support is not yet visible, so teachers work alone without a strong mentoring system. Thus, it can be concluded that the problem of human resources in the implementation of inclusive education policies in Bulango Ulu District does not only lie in quantity, but also quality, as well as in the

lack of building an educational ecosystem that supports inclusive transformation as a whole. Strategies to strengthen human resources through an integrated training approach, recruitment of professionals, cross-sectoral partnerships, and improved leadership of school principals are essential to ensure the sustainability and effectiveness of inclusive education policies in the region.

Apart from the communication and human resources factors, another thing that is very influential is disposition/attitude. The results of the study show that the disposition of the implementation of inclusive education policies in junior high schools in Bulango Ulu District basically reflects the positive spirit and commitment of the principals and teachers. The policy implementers show a strong intention to accommodate children with special needs (ABK) in a regular school environment. However, this spirit has not been fully supported by factual conditions in the field, especially related to the lack of technical support, mentoring, and adequate facilities. Policy implementation still faces challenges in the form of a lack of continuous training, the absence of special incentives or rewards for teachers, and weak coordination across institutions. This creates a gap between the desire of implementers to implement inclusive education and their actual ability to implement it effectively. On the other hand, the limitation of human resources (HR) is the most striking obstacle. The majority of teachers do not have special competence in handling ABK, both in terms of pedagogical, psychological, and technical. The absence of accompanying teachers, school psychologists, and the absence of special service units also worsened the situation. Teachers feel overwhelmed because they have to adapt learning to the individual needs of students without sufficient professional support. This condition is exacerbated by the inequality of access to training and assistance in suburban areas. Junior high schools in Bulango Ulu District have mostly never received comprehensive inclusive education training, and only rely on the initiative of individual teachers who seek information independently. As a result, the approach to crew members is still trial and error based on structured standards. Overall, these findings show that the disposition of implementers is present and positive, but has not been supported by an adequate support system, especially in terms of human resources, facilities, and coordination and training mechanisms. This causes the implementation of inclusive education to run not optimally and is prone to inconsistencies between schools and between individual teachers.

The disposition or attitude of the implementer is an important element in the effectiveness of policy implementation. Edward emphasized that if the implementer does not understand the content of the policy or does not support its implementation, it will be difficult for the policy to succeed in the field. A positive attitude alone is not enough; There must be a deep understanding, technical support, and incentive system that is able to motivate implementers to translate policies into concrete and sustainable actions. Facts on the ground show that there is a gap between the moral commitment and the operational ability of the implementers. Limited human resources, the absence of accompanying teachers, the lack of training, and the lack of special incentives cause the enthusiasm of the implementers to not be able to develop optimally. This is in line with Edward's view that providing incentives is an important mechanism to direct and encourage implementers to be more serious and professional in carrying out their duties.[10].

Furthermore, the lack of technical training and the lack of structural support from the education office cause implementers to not have enough capacity to translate policies into practice. A positive attitude without sufficient competence and without supporting facilities will result in fragmentation and inequality of implementation among schools. Thus, based on Edward's theory, the effectiveness of the implementation of inclusive education policies is highly determined by the disposition of the implementers accompanied by real support in the form of training, incentives, and technical assistance. Without this, the existing spirit

and commitment will be easily extinguished and will not be able to produce significant changes at the implementation level. In this context, the disposition or attitude of the implementer is a crucial factor that affects the success of policy implementation. A positive attitude of implementers to a policy will only have a real impact if it is accompanied by competencies, training, and external motivation such as organizational support and incentives. This is in line with the conditions in Bulango Ulu, where the spirit of the implementers is not accompanied by capacity building. It must be recognized that the success of inclusive education is determined by the willingness and readiness of teachers to accommodate the diverse needs of students. Unfortunately, most teachers in this region do not have the specific understanding or skills to handle ABK, which shows that their disposition has not been followed by professional readiness.

Based on the findings of the research, the implementation of RAIS-based inclusive education policies for children with special needs in Junior High School (SMP) of Bulango Ulu District still faces a number of obstacles, both in terms of planning, implementation, supervision, and in factors that are also obstacles. In planning, there are indeed efforts to involve teachers and parents, including finding out the needs of students with special needs, but the process is still hampered by the lack of budget and technical support from the relevant agencies. In implementation, schools are struggling to adjust their learning approach and create a more open and humane atmosphere, but these efforts still depend on the initiative of each teacher, due to the low availability of trained educators and the absence of special assistant teachers. Meanwhile, in the aspect of supervision, the evaluation process does run through visits, reports, and internal meetings, but it is still more administrative and lacks constructive guidance for the sake of improving implementation. In addition to the aspects of planning, implementation, and supervision, problems also occur in the aspects of communication, human resources, and the disposition or attitude of the implementers. In the aspect of communication, difficulties occur in learning interactions and the use of assistive media, especially for students with speech and cognitive difficulties; In the human resource aspect, the majority of teachers still lack training and expert support, so that the inclusive learning process does not run optimally; Meanwhile, in terms of disposition, even though teachers and schools show commitment, coordination and support from the service are still weak, for example in the form of supervision, training, and incentives. This indicates that the implementation of the RAIS policy still faces structural and technical problems, so collaborative efforts are needed between schools, supervisors, and agencies to increase implementing capacity, inter-institutional coordination, and the availability of resources for the creation of learning services that are more equitable, humane, and according to the needs of students with special needs.

Therefore, in order to support the implementation of the RIS policy, synergy and an integrative approach involving various related agencies are needed, not running separately. This can be realized through a RAIS program integration model as follows:

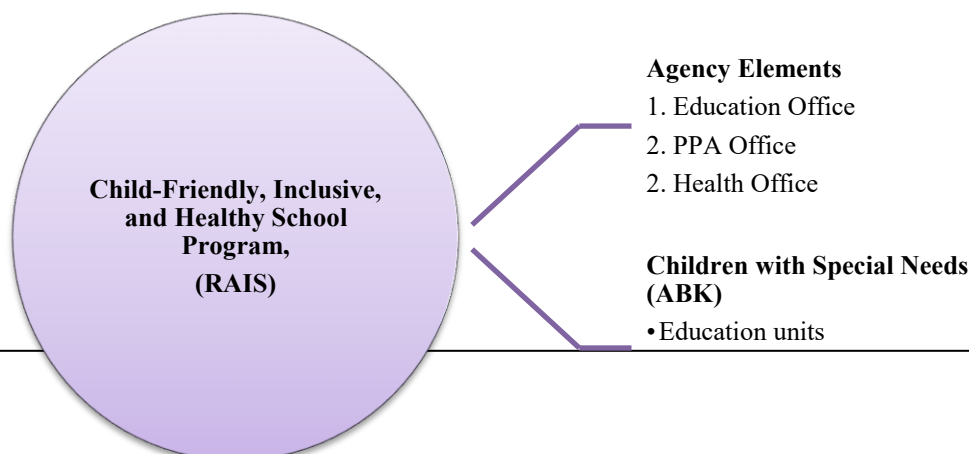


Figure 3. RAIS Policy Implementation Model Design

To optimize the implementation of RAIS (*Child-Friendly, Inclusive, and Healthy School*)-based inclusive education policies for students with special needs in junior high schools, the approach applied cannot run partially, but there must be a mature, structured, and comprehensive synergy and integration. In this context, RAIS is not only a program, but also a framework that serves as an umbrella for multisectoral coordination and collaboration, involving relevant agencies such as the Education Office, the Women's Empowerment and Child Protection Office, and the Health Office. This synergy is important for the creation of a learning ecosystem that is able to meet the needs of students with special needs in a holistic, humane manner, and in accordance with the principles of justice and equality. In its implementation, educational units or institutions are also empowered as direct implementers, so that they can adjust learning approaches, provide support, and create friendly, inclusive, and healthy learning conditions. With this integrated approach, it is hoped that the obstacles that occur, both in terms of planning, implementation, supervision, communication, human resources, and disposition, can be overcome more broadly and deeply. This in turn will encourage the achievement of RAIS's vision, namely the realization of a learning process that is able to provide access, quality, and equal distribution of services to all students, without discrimination, in order to realize the vision of education for all and superior, humane, and relevant learning quality.

The design of the RAIS (Child-Friendly, Inclusive, and Healthy) Policy Implementation Model in the context of inclusive education at the Junior High School level demands an integrated, systemic, and collaborative approach across sectors, in line with the four management functions according to George R. Terry, namely planning, organizing, mobilizing, and supervising.[9]. In the planning stage, this policy is designed by setting short-term and long-term strategic goals to ensure access, quality, and equity of education for students with special needs, taking into account the principles of justice, equality, and humanity. The organizing function is reflected through a clear division of roles among agencies such as the Education Office, the Women's Empowerment and Child Protection Office, and the Health Office, which together build structural and functional synergy to avoid overlapping roles and ensure the overall fulfillment of needs. Furthermore, the mobilization function is carried out by empowering educational units as the main implementers of policies through training, coaching, and motivation for teachers and education personnel, in order to create a friendly, healthy learning environment, and support the optimal development of children's potential. Finally, supervision is carried out through a periodic monitoring and evaluation system that aims to ensure that the implementation runs according to plans and standards, as well as take corrective steps if obstacles or irregularities are found in the field. By implementing these four managerial functions in an integrated manner, RAIS policy design not only becomes an administrative instrument, but also becomes an effective framework to realize the vision *education for all* and creating a superior, relevant, and inclusive quality of education for all students without discrimination.

Likewise, from the element of novelty between the findings in the RAIS policy implementation model and the policy implementation theory according to Edward III, it shows that there is a strengthening as well as

an expansion of the top-down approach initiated by Edward. In general, Edward's four variables of communication, resources, disposition, and bureaucratic structure must be able to be integrated in order to find solutions to problems.[10]. This is certainly one of the models conceptualized for the implementation of RAIS, but this finding presents a new dimension in the form of an interdisciplinary, ecosystem-based, and collaborative approach that is more *Bottom-up Participatory*, especially in the active role of the education unit as a direct implementer. In terms of communication, the findings show that in addition to the transmission, clarity, and consistency of policy information from local governments to schools, two-way communication is also needed that is dialogical and adaptive to the local context of the school, which is not explicitly discussed in Edward's theory. In the resource dimension, novelty emerges in the strengthening of multi-sector collaboration (Education, Health, P3A), where resources not only come from within the educational bureaucratic structure, but are also distributed across complementary institutions. This expands on Edward's concept of more emphasis on the internal capacity of the bureaucracy. For the disposition of implementers, the findings show that the attitude and commitment of implementers at the school level are greatly influenced by continuous training and participatory leadership patterns, namely that the motivation and understanding of implementers grow not solely because of structural incentives as suggested by Edward, but because of direct involvement in the program planning and evaluation process. Meanwhile, in the aspect of bureaucratic structure, the RAIS model presents novelty through functional decentralization that provides innovation space for schools to adjust learning and service approaches according to the needs of students, different from the rigid bureaucratic structure in the classic top-down approach. Thus, an element of novelty in these findings is that policy implementation models no longer rely entirely on vertical paths from policymakers to implementers, but rather develop *Framework* adaptive and responsive school context-based collaborative, thus enriching Edward's theory with a more flexible, humanistic, and rooted approach to real needs in the field.

This is also in line with other approaches that emphasize that the success of a policy program, including in the context of RAIS-based inclusive education, is determined not only by the bureaucratic and technical structure of its implementation, but also by the ability to build consensus among stakeholders. In this approach, educational programs are not positioned as something purely *top-down* and administrative, but rather as the result of a collective understanding of common values, visions, and goals in creating a fair and inclusive education system. The position on education as a basic right of every citizen, without discrimination, is a moral and philosophical foundation that requires the active participation of all parties of the government, schools, families, and communities to succeed in the implementation of policies.[46]. By building this consensus, each actor not only performs his or her formal role, but also feels that he or she has (*sense of ownership*) to the program, thereby increasing commitment, sustainability, and policy relevance at the implementation level. This consensual approach also strengthens the *disposition* in Edward's theory as well as answering the weaknesses of the top-down approach which is often one-way and not adaptive to the local context. Another aspect that also determines the success of inclusive education is the availability of a support system that is able to provide additional assistance optimally, through strong synergy and coordination between related agencies. [47].

Conclusion

Based on the results of the research, it can be concluded that the implementation of inclusive education policies based on RAIS (Religious, Safe, Inclusive, and Prosperous) in Junior High Schools (SMP) of

Bulango Ulu District still faces serious challenges at three main stages: planning, implementation, and supervision. At the planning stage, school participation in mapping the needs of children with special needs (ABK) has not been supported by adequate technical and budget support from the local government. The implementation of the policy is also not optimal due to the limitations of teacher training, the unavailability of special assistant teachers, and the reliance on individual initiatives without a structured support system. Supervision is still administrative and has not touched on the aspect of continuous implementation assistance. The main obstacles in implementation include limited communication media, lack of trained human resources, and weak coordination and support between agencies. Therefore, a synergistic and integrated policy approach between sectors is needed, involving the Education Office, the Women's Empowerment and Child Protection Office, and the Health Office in a single RAIS-based coordination framework. This study recommends that local governments develop operational technical guidelines that are binding across sectors, provide teacher needs-based training, and allocate special budgets for strengthening the capacity of schools to carry out inclusive education. Theoretically, the RAIS model has the advantage of integrating participatory, multisectoral, and responsive dimensions to the rights and needs of ABK holistically, thereby bridging the gap between the ideal principles of inclusion and complex field practices. An important contribution of this research lies in strengthening the argument that RAIS is worthy of being used as a model of local inclusive policies that can be replicated in other regions with similar characteristics, while enriching the treasure of national inclusive education policies that are more equitable, adaptive, and sustainable.

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