Analysis of Islamic Religious Education Teacher Policy in the Islamic Religious Education Learning Process for Inclusive and Regular Students

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Abstract This research was motivated by observations which showed that the learning process carried out by PAI Teachers in the learning process was less than optimal, especially in inclusive schools so that educational goals were difficult to achieve. The aim of this research is to analyze the Islamic Religious Education learning process and its implications for inclusion students and regular students. This study uses a qualitative method. Qualitative analysis is taken from PAI teachers' interpretation of data by providing information and explanations. Research data collection was carried out using interview techniques and field observations. The results of this research show that the relationship between policy and teacher professionalism in teaching greatly influences the continuity of learning so that it can provide changes in the implementation of learning and have an impact on students in inclusive schools. Teacher policies and professionalism have a high influence on the quality of learning and student development.

Keywords: Policies, inclusive learning process, inclusive students and regular students

Abstrak Penelitian ini dilatarbelakangi oleh observasi yang menunjukkan kurang maksimalnya proses pembelajaran yang dilaksanakan guru PAI dalam proses pembelajaran, terkhusus di sekolah inklusi sehingga tujuan pendidikan sulit tercapai. Tujuan penelitian ini adalah untuk menganalisis bagaimana proses pembelajaran Pendidikan Agama Islam dan implikasinya terhadap siswa inklusi dan siswa reguler. Penelitian ini menggunakan metode kualitatif. Analisis kualitatif diambil dari interpretasi data guru PAI dengan memberikan keterangan dan penjelasan. Pengumpulan data penelitian dilakukan dengan teknik wawancara dan observasi lapangan. Hasil penelitian ini menunjukkan bahwa keterkaitan antara kebijakan dan keprofesionalan guru dalam mengajar sangat berpengaruh terhadap keberlangsungan pembelajaran sehingga dapat memberikan perubahan dalam pelaksanaan pembelajaran dan memberikan dampak terhadap siswa di sekolah inklusi. Kebijakan dan keprofesionalan guru berpengaruh tinggi terhadap kualitas belajar dan perkembangan siswa.

Kata Kunci: Kebijakan, proses pembelajaran inklusi, siswa inklusi dan siswa reguler

Introduction

Policy is etymologically derived from Greek, namely "Polis" which means city. In this case, policy concerns the idea of organizational arrangements and is a formal pattern that is mutually accepted by the government/institution so that with it they try to pursue their goals (Monahan in Syafaruddin, 2008:75). Abidin (2006:17) explains that policy is a government decision that is general and applies to all members of society. Policy is a written rule that is a formal decision of the organization, which is binding, which regulates behavior with the aim of creating new values in society. Policy will be the main reference for members of the organization or members of society in behaving (Dunn, 1999). Carter V Good (1959) defines educational policy as a consideration based on a value system and several assessments of situational factors, these considerations are used as the basis for operating institutionalized education. Based on the 1945 Constitution, it is stated that every citizen has the right to receive education. This matter was later emphasized by Law Number 20 of 2003 concerning the national education system. The right to receive education is intended for the entire community, including children with special needs. Inclusive education is an innovative and strategic educational approach to expand access to education for all children with special needs including the disabled, inclusive education is an educational service system that provides opportunities for all children to learn together in public schools by paying attention to diversity and individual needs, so that children's potential can develop optimally (Directorate, 2008).

The government's efforts to provide educational services for children with special needs have also been outlined through Government Regulation (PP) Number 72 of 1991 concerning special education, Ministry of National Education Regulation Number 70 of 2009 concerning inclusive education for students who have disabilities and have the potential for intelligence and/or special talents, and a circular letter from the Director General of Elementary and Secondary Education Management, Ministry of National Education Number 380/C. C6/MN/2003 dated January 20, 2003, namely that each district/city is required to organize and develop inclusive education in at least 4 schools consisting of elementary schools, junior high schools, senior high schools, and vocational schools, currently there are many educational institutions that develop inclusive education, considering the large number of *Anak Berkebutuhan Khusus (ABK*/Children with Special Needs) in Indonesia. There are 32 thousand regular schools that are inclusive schools in various regions, data from the Central Statistics Agency (BPS) shows that of the 1.6 million ABK (Children with Special Needs) in Indonesia, only 18% have received inclusive education services. Around 115 thousand ABK attend Special Schools (SLB), while ABK (Children with Special Needs) who attend regular schools implementing inclusive schools number around 299 thousand (MINA, 2017).

Based on the foundations that have been stated above, the existence of inclusive schools seems to be the best solution for students with special needs to make a positive contribution to the nation through education. Several problems arise when the concept of inclusive schools is implemented in the environment, one of which is the unpreparedness of schools in organizing inclusive education related to curriculum modification, provision of school facilities and infrastructure, educational personnel who have special competencies, and various very complex problems (Gunawan & Uyuni, 2021; Ana, 2023). Thus, a new policy is needed that establishes

the criteria for schools that are able to implement the concept of inclusive education, so that it can run optimally.

In relation to this, the position of the school as a formal institution that organizes inclusive education has an important role in the success of the mission to make the national education system a success. In this case, the principal as a leader is responsible for analyzing and implementing national education policies set by the government (Nasrudin, et.al, 2022). It should be noted by the principal in making or taking new policies is to create new changes. Therefore, it is very important to have a commitment from the start by all school residents so that the desired goals are achieved, including the commitment of the teachers. Teachers are one of the human resources in educational institutions. Teacher performance in schools plays an important role in achieving school goals. The issue of teacher performance is in the spotlight of various parties that must receive central attention, because the figure of a teacher is the main focus when talking about education issues. Teachers are always related to any component in the education system, teachers play a major role in the development of education, especially those held formally in schools, teachers also greatly determine the success of students.

Teacher performance reflects the teacher's work ability which can be seen from the teacher's work performance in carrying out their duties as teachers. If a teacher's work ability is good, then their performance will also be higher. Conversely, if a teacher's work ability is not good, then their performance will be lower. According to Uno (2012: 65) there are two teacher tasks that are used as a reference for measuring teacher performance, the two tasks are tasks related to learning process activities and tasks related to the arrangement and planning related to learning tasks. According to Wirawan (2009: 166) aspects that can be assessed from performance are work skills, quality of work, responsibility, work discipline, cooperation, and quantity of work. Rachmawati (2013: 121) stated that there are three activities of teacher performance assessment indicators, namely: planning learning activity programs, implementing learning activities, and evaluating learning. Ruky (2004: 4) stated that the high and low performance of employees can be seen from honesty, obedience, discipline, initiative, creativity, adaptation, commitment, motivation, and politeness. Nitisemito (1982: 78) stated that initiative is something that grows from within an employee without orders from leaders, colleagues or other people such as ideas or creations that provide benefits to the work being done.

From the statement above, initiative is an attitude of employees or teachers who carry out tasks or make decisions on their own without being ordered first by the leader. Meanwhile, studies to date still discuss a lot about how teachers play a role in learning such as learning models (Maknun et.al, 2017; Yustian et.al, 2018), media (Meinura et.al, 2019), and teaching resources (Hamdi, 2022). Unfortunately, studies that focus on how teachers respond to a policy in inclusive schools still have minimal information. Therefore, this article focuses on how the Islamic Religious Education learning process policy is implemented by Islamic Religious Education Teachers so that they can find out the impact of the learning process for inclusive students and regular students. This study has implications and contributes to the quality of the Islamic Religious Education learning process in inclusive schools and evaluation of school leaders for fair, efficient and effective inclusive education services.

Methods

This study uses a qualitative approach. According to Strauss and Corbin (2014), qualitative research is research that produces findings that cannot be achieved or obtained using statistical procedures or other methods of measurement. This study aims to gain a general understanding of social reality and participant perspectives. This study uses a qualitative descriptive research type that aims to describe what is currently applicable and in it there are efforts to describe, record, analyze, and interpret current conditions. This research was conducted at the inclusive school of Senior High School/SMA Muhammadiyah 6 Surakarta and was carried out in the period from October to November 2023. The informants in this study were PAI teachers at SMA Muhammadiyah 6 Surakarta. The data collection technique in this study was by observing the objects studied, structured interviews, and documentation by looking for several references such as articles, documents, and so on related to the research (Surahman et.al, 2022). The data analysis technique in this study is descriptive qualitative, namely by describing phenomena in words, then the data is analyzed and then analyzed to obtain conclusions. The data validity technique in this study uses data triangulation and source triangulation.

Results and Discussion

The process of learning Islamic Religious Education for inclusive and regular students

SMA Muhammadiyah 6 Surakarta is one of the inclusive schools in the Surakarta area, where this school is not only intended for regular students but also for students with special needs. Based on the latest data for 2023/2024, this disability-friendly school has 73 students and is supported by 15 teachers and 2 education staff. As many as 14 of the students are inclusive students with complaints of dwarfism, physical disabilities, ADHD (Attention Deficit Hyperactivity Disorder), hearing loss, low vision, psychogenic tremor, slow learners, dyslexia, and blindness and as many as 59 regular students.

From the research that has been conducted, it was found that there are several policies made by Islamic Religious Education teachers so that learning in inclusive classes can run smoothly, including the length of time for Islamic Religious Education learning and evaluation of Islamic Religious Education learning.

a. The length of time the Islamic Religious Education teacher teaches between inclusive and regular students

In the learning process, class management is the most important part that can determine the success of the learning process. This is in accordance with the purpose of class management itself, namely to create conducive class conditions so that teaching and learning activities take place according to the objectives. Class management must be carried out optimally and effectively which can have a positive influence on student behavior. For teachers who teach in inclusive schools, learning planning must be maximized because not only regular students receive educational services, but also students with special needs.

At SMA Muhammadiyah 6, Islamic Religious Education teachers pay special attention to teaching inclusive students, but do not leave regular students. This means that each inclusive student and regular student gets their respective portions according to their needs. At the beginning of learning, the teacher explains the material simultaneously to inclusive students and

regular students. Then the teacher asks a few short questions to assess the students' understanding of the material that has been delivered. Regular students who basically have a level of understanding above inclusive students can follow the learning well so that it is easy for them to understand the learning material that has been delivered by the teacher.

For inclusive students who have an understanding below regular students, the teacher repeats the material that has been delivered previously. For inclusive students who have difficulty understanding the subject matter such as students with ADHD (Attention Deficit Hyperactivity Disorder) or blindness, teachers provide special attention such as face to face with the student. Students with special needs such as blindness, teachers provide additional time and energy to understand the material. At first, the teacher explains the material slowly, if the teacher gives questions or evaluations on the material that has been taught, the teacher will read the questions and answers for blind students so that it is hoped that these students will be able to understand the material and work on the evaluation so that they are equal to regular students. Students who have ADHD (Attention Deficit Hyperactivity Disorder) are also those who get quite a lot of attention from teachers. The reason is that they have difficulty focusing. According to Pentecost (2004), ADHD (Attention Deficit Hyperactivity Disorder) is a disorder of attention and behavior, namely making children more easily distracted, having difficulty concentrating on tasks, being unable to think calmly before acting, having difficulty paying attention and listening to others and never being able to stay still compared to other children in general so that children with ADHD (Attention Deficit Hyperactivity Disorder) often have difficulty in establishing friendships and communicating. The existence of conditions like this sometimes makes Islamic Religious Education teachers take time off to provide or re-teach material to students with ADHD (Attention Deficit Hyperactivity Disorder).

For regular students, if they have understood the material explained by the teacher, then they are given assignments. Likewise with inclusive students who already understand the material presented. With this teaching method, students with special needs are greatly helped in the learning process. They are able to catch up on their understanding. The curriculum used in learning is an independent curriculum. This means that the teacher is only a facilitator in the learning process and is student centered. In learning, the teacher gives group presentation assignments. The Islamic Religious Education teacher divides the class into several groups and assigns each group to make a presentation related to the material. In each presentation group, there are inclusive students and regular students. With this, it is hoped that each student will be able to find material related to the assignment to be presented and train cooperation between students.

b. Equalizing learning evaluation between inclusive and regular students

There are three keywords related to evaluation design, namely Test, measurement, and evaluation. In planning and designing a learning system, evaluation design is a very important thing to develop. This is because through proper evaluation, it can determine the effectiveness of the program and the success of students in carrying out learning activities so that the information from the evaluation activities of a learning designer can make decisions whether the learning program he designed needs to be improved or not, which parts are considered to have weaknesses so that they need to be improved (Sanjaya, 2008). Suchman views, "evaluation as a

process of determining the results that have been achieved by several activities planned to support the achievement of goals" (Arikunto, 2010).

There are several functions of learning evaluation, namely as an important tool as feedback for students, an important tool to find out how students have achieved in mastering the goals that have been determined, students will know which parts need and do not need to be learned, provide information to develop curriculum programs, provide decisions to make decisions especially to determine the future, useful for curriculum developers especially in determining the clarity of the goals to be achieved, function as feedback for all those interested in education in schools (Sanjaya, 2008).

Seeing the urgency of evaluation for students, teachers must consider how to design evaluations for each student. This aims to enable teachers to assess the teaching activities or experiences that have been carried out. So as to know the level of effectiveness of the teaching methods that have been used. In conducting learning evaluations, Islamic Religious Education teachers at SMA Muhammadiyah 6 Surakarta provide equivalent tests between inclusive students and regular students. Teachers make evaluations for students in grades X, IX, and XII. Not only for daily tests, for UTS (Mid Semester Exams) and UAS (Final Semester Exams) questions are also equalized between inclusive students and regular students.

The impact of the Islamic Religious Education learning process policy

All forms of actions or actions taken by teachers in the learning process will have an impact, especially with the learning models and methods used by teachers. The following are the impacts of the learning process policy:

a. Achieving the goal of equalization between inclusive students and regular students

Based on Article 2 of the Regulation of the Minister of National Education of the Republic of Indonesia Number 17 of 2009 concerning Inclusive Education for students who have disabilities and have the potential for intelligence and/or special talents, it explains the purpose of inclusive education, namely to provide the widest possible opportunity for all students who have physical, emotional, mental, and social disabilities or have the potential for intelligence and/or special talents to obtain quality education according to their needs and abilities. Also realizing the implementation of education that respects diversity, and is non-discriminatory for all students.

In the learning process, Islamic Religious Education teachers create two groups, namely inclusive students and regular students. This is done by teachers so that inclusive students can get the right education services, as well as regular students. In this way, inclusive students who have hearing impairments or disorders in focusing and deficiencies in capturing information or the like can be helped and are able to learn comfortably. In addition, teachers also try to divide group assignments where the group consists of inclusive students and regular students. In this way, inclusive students do not feel differentiated from other students.

b. Improving the understanding and academic achievement of inclusive students

According to Daryanto (2010), creativity is a term that is widely used both in schools and outside schools. In general, people associate creativity with creative products. In other words, these creative products are important for assessing creativity. Teachers must be able to teach

with a variety of learning methods, not just limited to lecture methods. Creative teachers dare to try new things in order to help improve the quality of learning and student learning motivation. As stated in the National Education System Law No. 20 of 2003, teachers and teaching staff are obliged to create a meaningful, fun, creative, dynamic, and dialogical teaching atmosphere (Maulyda, 2018).

Woods (2019) stated that teacher creativity can be seen from how a teacher can guide students according to certain pedagogical theories and learning that includes all activities related to learning, especially in learning theories (Teaching and Learning Activities), learning concepts, and learning techniques. This has an impact on something that teachers must have to be developed for students that are directly related to the 4C according to the US-based Partnership for 21st Century Skills (ATC21S) which include communication, collaboration, critical thinking, and creativity (Zubaidah, 2016). Salamanca's statement, in the city of Salamanca, Spain (1994): (1) All children should learn together (2) Education is based on student needs (3) ABK are given special services Furthermore, the characteristics of students with special needs are 1) want to be appreciated, 2) proud, 3) happy 4) want to be noticed, 5) optimistic, 6) feel useful, 7) confident 8) active. In inclusive learning, teachers must instill good relationships with students, be friendly and warm, praise children with special needs and help other students. Teachers can also create various seating arrangements for all such as sitting in groups on the floor, forming a circle or sitting on benches together so they can see each other. In learning materials, teachers can prepare a variety of materials for all subjects, for example, mathematics lessons can be delivered with the help of posters, teaching aids and role-playing methods. Learning resources can involve students to bring cheap and easily obtained learning media and bring them into the classroom to be used in certain subjects. Assessment of learning outcomes can be done through observation and portfolios. c. Inclusive students and regular students do not get enough appropriate evaluation.

Islamic Religious Education teachers at SMA Muhammadiyah 6 Surakarta provide the same learning evaluation between inclusive students and regular students. This is done to help improve the achievement of students with special needs. Law Number 20 of 2003 article 39 paragraph 2 concerning the National Education System states that educators are professional staff who are tasked with planning and implementing the learning process, assessing learning outcomes, providing guidance and training, and conducting research and community service, especially for educators in higher education. The term evaluation has been interpreted by experts in different ways even though the meaning is relatively the same. Lincoln and Guba (1985:35), for example, put forward the definition of evaluation as "a process for describing an evaluand and judging its merit and worth". Meanwhile, Gilbert Sax (1980:18) argues that "evaluation is a process through which a value judgment or decision is made from a variety of observations and from the background and training of the evaluator". Arifin (2013:5) stated that evaluation is essentially a systematic and ongoing process to determine the quality (value and meaning) of something, based on certain considerations and criteria in order to make a decision.

With the assessment results obtained, teachers will be able to find out which students are entitled to continue their studies because they have successfully mastered the material, or find out which students have not yet mastered the material. With this guidance, teachers can focus more on students who have not succeeded. Moreover, if teachers know the reasons, they will pay more careful attention so that further success can be expected. One of the principles of

evaluation is fair and objective. In conducting an evaluation, all students must be treated fairly without favoritism. All students must be treated equally. Educators should also act objectively, as they are according to the students' abilities.

Identification is an initial activity that precedes the assessment process. Identification is an activity to recognize or mark something, which is interpreted as a screening process or a process of finding cases, namely finding children who have abnormalities/problems, or an early detection process for children with special needs (Yuwono, 2015). Identification aims to identify or identify children with special needs from a heterogeneous environment to find out the special characteristics possessed by each child. The next process is an assessment which aims to explore further information about the child regarding their deficiencies, potential and needs. Assessment of children with special needs is a systematic or comprehensive or comprehensive process in finding further problems to find out what are the obstacles, advantages and needs of the individual (Dewi, 2018).

Identification and assessment are carried out by inclusive schools as a step to map students who have disabilities or special needs. Mapping is carried out to find out the types of needs possessed by each child so that the right educational services for children at school can be identified. This is in accordance with the opinion of Minsih, (2020) who stated that identification and assessment activities are intended to map the characteristics of students with special needs and then determine the types of actions that will be given.

Inclusive students and regular students should receive different evaluations because the needs of inclusive students and regular students are different. Especially for inclusive students who must receive an evaluation according to the disorders they experience. Regular students should receive the same evaluation as usual. If the evaluation is generalized with the aim of helping inclusive students to improve their academic achievement, it will make regular students less honed and can hinder the cognitive development of regular students.

c. Teachers feel tired

The lack of educators makes teachers feel an increased workload and this is often seen in many schools, one of which is SMA Muhammadiyah 6 Surakarta. in this school there is only one Islamic Religious Education teacher so that they have a fairly dense workload. Moreover, they have to prepare learning plans for inclusive students and regular students from all classes. The lack of teachers disrupts learning. The lack of teachers limits opportunities to develop relationships and makes it difficult for students to really connect with their education.

In addition, teacher shortages can also hinder student achievement and reduce educational opportunities. Teacher shortages result in lost or inadequate learning opportunities. There may be discontinuities in the delivery of instruction, and key concepts may be overlooked altogether. Such occurrences limit the educational opportunities that students can and should receive. Teacher shortages are also difficult for everyone. This situation has a major impact on students who have been disenfranchised by the education system, such as students with disabilities. The role of inclusive teachers is urgently needed.

According to a research by Arismunandar (2008), it was concluded that 30.27% of 80,000 teachers suffer from stress at work. This means that the number of teachers who experience stress at work is 24,000 people. According to the study conducted, stress at work will affect

teacher performance, the higher the level of stress experienced by teachers, the lower the productivity and performance of teachers. In addition, according to Indriyani (2009), teachers' inability to deal with problems well, such as problems in the family, will cause conflict at work which will affect work, resulting in stress at work.

The burden on teachers and schools is getting heavier, where public schools, schools themselves are not ready either in terms of administration or human resources in implementing inclusive education in their schools, coupled with the lack of support and cooperation from all parties, the lack of facilities and infrastructure provided by the government related to the implementation of inclusive schools so that the implementation of inclusive schools cannot run optimally. Schools and teachers also do not know how to implement inclusive schools in accordance with existing regulations. This is because the government is considered less able to socialize policies related to the implementation of inclusive schools or policies on inclusive schools themselves are not clear and the lack of training held by the government that can improve teacher competence.

Not to mention that Islamic Religious Education Teachers are challenged to master pedagogy, such as models specifically for students with special needs, learning strategies, and the need for collaboration with other teachers. This is as explained by the following research results. The research of Julianti (2023) entitled "Inclusive Education Model in Islamic Religious Education Subjects: Multi-site Study of SDIT Luqman Al-Hakim and SDIT Assalam" explains that the learning model for inclusive students is important. The application of inclusive education in Islamic Religious Education learning, learning planning and habituation of positive activities are the main things. Planning in the form of Learning Plan/RPP to make learning a success. In addition, learning planning focuses on each individual from ABK and implements Individual Learning Program/PPI. Islamic Religious Education teachers also use practical and visual approaches to support the understanding of Islamic religious concepts by students with special needs, such as encouraging religious practices. The main inclusive education model that this study wants to show is that it provides educational services with an approach according to the needs and characteristics of each student with special needs.

Research conducted by Wardhani (2020) entitled "Perception and Readiness of Student Teachers to Teach Children with Special Needs in the Context of Inclusive Schools" explains the perception and readiness of prospective teachers towards children with special needs in inclusive schools. The results of this study are that a teacher's planning in teaching students with special needs must be considered such as PPI (Individual Learning Program). PPI is a learning plan developed for a child with special needs, which is the result of a discussion of agreement carried out by the class teacher, the child's parents, the principal, the vice principal, the guidance and counseling teacher, and if there is a psychologist who handles the child with special needs. The right PPI should contain the problems faced by students with special needs and teaching strategies and learning support facilities.

Before it, a research conducted by Ru'iya et al. (2021) entitled "Challenges of Islamic Religious Education Teachers in Inclusive Schools in Yogyakarta". This study contains the challenges of Islamic Religious Education teachers in teaching in inclusive schools, including not having competence in children with special needs, difficulty understanding the characteristics of children with special needs, and schools do not yet have special assistant teachers. The existence

of challenges like this requires Islamic Religious Education teachers to improve their abilities in educating children with special needs. This can be done by collaborating with special assistant teachers and increasing knowledge by increasing reading material related to children with special needs. By reviewing previous studies such as those above, many explain how to plan learning for inclusive students and have not discussed much about the policies used by teachers in the learning process. This is one of the reasons this study was conducted, namely to better understand the learning process in inclusive schools involving inclusive students and regular students so that we know whether the learning that is carried out can be carried out efficiently and effectively.

Conclusion

This article concludes that teachers in carrying out their roles can implement several policies or creativity in planning and learning processes so that the implementation of learning can run smoothly. At SMA Muhammadiyah 6 Surakarta, Islamic Religious Education teachers provide intensive educational services to students with special needs so that learning objectives can be achieved and equalize evaluations for inclusive students and regular students. The implication of this policy is the achievement of the goal of equalizing inclusive students and regular students and increasing the understanding and learning achievement of inclusive students. On the other hand, the shortcomings of this policy are the inaccuracy of providing evaluations for inclusive students and regular students and making teachers increasingly bored. The findings of this study have implications for the importance of the professional performance of Islamic Religious Education teachers so that they contribute significantly to organizing effective learning. This article is limited to a qualitative approach, so the next agenda is to measure effectiveness through a quantitative approach.

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