

Policy of Inclusive Education for Education for All in Indonesia

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Abstract—The purpose of this article is to discuss the basic and essential contents of the policy of inclusive education in Indonesia. Education is a fundamental right for all citizen protected under the national laws as well as international conventions. Regardless of any condition and circumstances, it is guaranteed that every child has the right for education, as it is also clearly highlighted in the global program of Education for All (EFA). In line with this, the policy of inclusive education is the recent worldwide agenda for educational reform toward the no-discrimination in education. This paper is a content and analytic review on the national policy of inclusive education towards the education for all in Indonesia. Indonesia declared the Indonesia toward Inclusive Education on August 2011, and up to year 2015, 12 out of 34 provinces declared as the implementors province of inclusive education. The national policy of inclusive education in Indonesia called as The Regulation of National Ministry of Education (*PERMENDIKNAS*) Number 70 Year 2009. It was found that the number of the school implementing the inclusive education policy has significantly increased, supported also by the province and district related regulations. However, the context of the policy of inclusive education as the major guideline for the policy implementation has lead to various and even narrow perspective on the concept of inclusion. Much progress has been made, yet it is still much left to be accomplished to achieve the fundamental and universal rights on education to all society.

Keywords: education for all, inclusive education, public policy, Indonesia.

I. INTRODUCTION

Education is a fundamental right for all citizen protected under the national laws as well as international conventions. Regardless of any condition and circumstances, it is guaranteed that every child has the right for education, as it is also clearly highlighted in the global program of Education for All (EFA). The World Declaration on Education for All year 1990 stated that “every person – child, youth and adult – shall be able to benefit from educational opportunities designed to meet their basic learning needs” (UNESCO, 2009)

The policy of inclusive education, the recent worldwide agenda for educational reform toward the no-

discrimination in education, reflects the goals of EFA. In other word, inclusive education is a key strategy to achieve EFA ensuring all learners for compulsory education. The goals of EFA mentioned above are as follows (UNESCO, 2009):

1. Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children;
2. Ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete, free and compulsory primary education of good quality;
3. Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life-skills programmes;
4. Achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults;
5. Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls’ full and equal access to and achievement in basic education of good quality;
6. Improving all aspects of the quality of education, and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.

Indonesia declared the Indonesia toward Inclusive Education on August 2011, and up to year 2015, 12 out of 34 provinces declared as the implementors province of inclusive education. The national policy of inclusive education in Indonesia is the Regulation of National Ministry of Education Number 70 Year 2009 (called as *Permendiknas 70/2009*). This is in line with the Law 20/2003 on the National Education System mandating the concept of “compulsory basic education” for all citizen. Such compulsory for all children for educational access in education is also applied worldwide.

The government commitment to implement inclusive education reflects the constitutional right to all citizen to obtain education regardless their condition. It is stated that “it became illegal for schools to exclude children based on their disability” (Powell, 2012). It also means as unjustifiable for any discrimination in education, and therefore exclusion of anyone from education is considered as a violation of law. This paper will review the national policy of inclusive education in Indonesia called as the Regulation of National Ministry of Education (*Permendiknas*) Number 70 Year 2009, especially in term of implicit definition and primary provisions of the inclusive education.

II. METHOD

A content and analytic review on the national policy of inclusive education towards the education for all in Indonesia is performed as a method in this literature review paper. A document analysis is increasingly recognized as a promising and innovative strategy for collecting and assessing data and are produced in and reflect specific social and historical circumstances (Segeren and Kutsuruba, 2012). Data from other resources is also applied to support the findings of the analysis.

III. RESULTS

A. Definitions of Inclusive Education

The mentioned Indonesian regulation on inclusive education, *Permendiknas* 70/2009 clearly define inclusive education as system of education service providing opportunities for all learners with special needs as well as gifted and/or talented learners to learn together with other children. Learners who have abnormalities here described as learners with physical, emotional, mental, and social abnormalities. It is further explained that learners who have such abnormalities include a. blind; b. deaf; c. speech impaired; d. mentally disabled; e. maladjusted; f. tuna barrel; g. learning difficulties; h. sluggish learning; i. autism; j. have motor disruption; k. become victims of drug abuse, drugs, and other addictive substances; l. have other abnormalities; m. *tunaganda*.

Thus, the policy of inclusive education of Indonesia with *Permendiknas* 70/2009 has already indicated the specialization for accommodate learners with special needs in the sense of Person with disabilities. The policy does not show the consideration on other possible excluded or marginalized / vulnerable children under the circumstances of social economic status, gender, religion, ethnicity, etc. In fact, the comprehension value of inclusiveness is still encountered by misunderstandings among others that inclusion is the same as difable which then accumulated in general understanding that inclusive education is education that accommodate people with disability only. In newspaper for example, it is often

found even in a large headline written like: "inclusive students have difficulty understanding charts and drawings", "schools should receive inclusive students", "inclusive students are not privileged", and the like.

Similarly, the content of regional policy also accommodate the perspective view that the implementation of inclusive education means to accommodate students with disabilities. An example of the district government regulation on Inclusive regulation is the Yogyakarta Municipal Regulation Number 47 Year 2008. Another example is the Regulation of the Governor of Aceh Number 92 year 2012 on the implementation of inclusive education in line with the *Qonun* of Aceh Governor Number 5 year 2008 on the implementation of education. The Regent of Aceh Besar also issued the *Qonun* of Aceh Besar Regent Number 6 year 2010 on the management of the implementation of education.

B. Primary Provisions

The Indonesian education system accommodate four level of education i.e early childhood, basic, secondary, and higher education (see Table 1). In related to this, article 4 of the *Permendiknas* 70/2009 requires the district/municipal governments to appoint at least one primary school and one junior secondary school as well as one senior or vocational secondary school (in the level of secondary education) in each sub-district to implement inclusive education. It was also explained that other schools which are not appointed by the government to implement inclusive education are allowed to accept children with special needs.

Table 1. The Feature of Indonesian Education System

Level	Track	School	Age of Schooling
Basic Education	Formal	1. Primary School 2. Islamic Primary School	7-12 years old
		1. Junior Secondary School 2. Islamic Junior Secondary School	13-15 years old
	Non Formal	Package A	7-12 years old
		Package B	13-15 years old
Secondary Education	Formal	1. Senior Secondary School 2. Vocational Secondary School 3. Islamic Senior Secondary School	16-18 years old
	Non Formal	Package C	
Higher Education		Universities/Institute offers the following programs: 1. Non degree program: Diploma I Diploma II Diploma III Diploma IV 2. Degree program: Strata I (Bachelor)	19-29 years old

Table 1, cont.

		Strata II (Master) Strata III (Doctorate) 3. Professional program equals to master and doctorate	
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Source: Country Report Indonesia (Indonesia Ministry of National Education, 2008)

Unfortunately, the requirements to have a minimum of one school implementing inclusive education (especially for junior and senior secondary school) has not yet fully performed. For example, in Yogyakarta city, it was found that there are some districts out of the 14 districts do not have a junior and/or senior secondary school appointed to implement inclusive education (see Table 2). In addition, the Indonesia Social Economic Survey (2012) reported that Only 4.06% and 2.04% of elementary and secondary schools implement inclusive education respectively.

Table 2. Inclusive schools in Yogyakarta City

Subdistrict	Number of Inclusive School		
	Primary School	Junior Secondary School	Senior/Vocational Secondary School
Mantrijeron	2	0	0
Kraton	1	0	0
Mergangsan	4	1	1
Umbulharjo	8	2	2
Kotagede	1	1	2
Gondokusuman	4	0	4
Danurejan	1	2	0
Pakualaman	0	1	0
Gondomanan	0	0	1
Ngampilan	1	0	0
Wirobrajan	1	0	4
Gedongtengen	0	1	0
Jetis	2	1	0
Tegalrejo	3	0	1

Source: Decree of , 2016

Another provision in this policy states that if within the time specified, the allocation of learners as referred above cannot be fulfilled, the educational unit may accept normal learners. The mention of "normal learners" in this policy indicates a label that distinguishes the presence of "abnormal" learners who in this case refer to learners with disabilities or special needs. It means that in this policy, that with the aim of not discriminating, but instead raises a term that denotes a discrimination.

In addition, as a part of educational education system in Indonesia, there is also a regulation on the system of special education. This segregated system for special schools include kindergarten, primary, junior secondary, and senior secondary

schools. These schools are under the responsibility of Directorate of Special Education in the Ministry of National Education of Indonesia. Thus, although it has moved to the latest approach of inclusive education to eliminate discrimination and achieve education for all, Indonesia is also still implementing a segregation system. The types of the special schools (called as *Sekolah Luar Biasa/SLB*) provided are:

1. SLB A: fro visual impairment
2. SLB B: for hearing impairment
3. SLB C: for mild intellectual disability
4. SLB C1:for moderate intellectual disability
5. SLB D: fro physical impairment
6. SLB E: for emotional-social behaviour difficulties
7. SLB G: for multiple disabilities
8. SLB M: for autistic children

The concept of inclusive education is understood as education for persons with disabilities by the vast majority of the community, including even street level bureaucrats in schools (such as teachers and principals). Furthermore, as explained above, in some media reports, the mention of learners with special needs is often synonymous and interchangeably with the term of inclusive students. This fact can be understood from the beginning actually, since the *Permendikna 70/2009* is about inclusive education for learners who have abnormalities and have the potential of intelligence and / or special talents. So the policy of inclusive education in Indonesia through Permendiknas is intended to accommodate education for all for students with disabilities. In other words, in this policy although it also mentions child victims of drug abuse, drugs, and other addictive substances, but in general inclusive education is misunderstood as education to accommodate people with disabilities only. Moreover, the segregation system is also implemented.

IV. DISCUSSIONS

A. Narrowed Perspectives on Inclusive Education

The meaning of inclusive education in this study is found to be viewed as accomodating childrens with diabilities only. It is also globally recognized that "*inclusive education is still thought of in some countries as an approach to serving childeren with disabilities within general educational settings. Internationally, however, it is increasingly seen more broadly as a reform that supports and welcomes diversity amongst all learners*" (UNESCO, 2009). The development of inclusive education initially focuses on person with disabilities and learning difficulties (Ainscow et al., 2006) and then extends to all marginalized or at risk of exclusion due to factors such as ability, gender, race, ethnicity, religion, language, sexuality, social status and economics (Gerschel, 2003).

Other studies also reported that some consider it in a broader concept concerned with identifying and removing barriers to participation and achievement for all students (Booth and

Ascow, 2002). Mara Sapon-Shevin (2003) highlighted that “Inclusion is not about disability, nor is it only about schools. Inclusion is about social justice. What kind of world do we want to create and how should we educate children for that world? What kinds of skills and commitments do people need to thrive in a diverse society?” Table 3 shows the definition of inclusion to help deeper understanding the fundamental meaning of inclusion.

Table 3. Definition of Inclusion

Inclusion is:	Inclusion involves
<ul style="list-style-type: none"> ▪ Recognition of the right to education and its provision in non-discriminatory ways ▪ A common vision which covers all people ▪ A belief that schools and other places of learning have a responsibility to educate all children (and adults) in line with human roght principles ▪ A continous process of adressing and responding to the diversity of needs of all learners-regardless of fators such as disability, gender, age, ethnicity, languange, HIV status, geographical location and sexuality-regognising that all people can learn 	<ul style="list-style-type: none"> ▪ Providing appropriate responses to the broad spectrum of larning needs in formal and other education settings ▪ A particular emphasis on those groups of learners who may be at risk of marginalisation, exclusion or under achievement ▪ Identification and removal of attitudinal environmental and institutional barriers to participation and learning ▪ Modification and changes in strategies and plans and in contents and approaches to learning ▪ Enabling teachers and learners to see diversity as an asset rather than a problem

Source: UNESCO’s Guidelines for inclusion: Ensuring Access to Education for All (2005)

B. EFA Achievement through Inclusive Education

The Human Development Index for Indonesia has improved from 67.7 in 1996 to 73.3 in 2012 (OECD/Asian Development Bank, 2015). This significant achievement showed the successful of education program in Indonesia. In addition, the number of inclusive school has significantly increase. In 2007 in Indonesia, based on data from the Directorate of Special School Development, the number of inclusive schools from kindergarten, elementary, junior high and senior high schools reached 796 schools with 15,181 students. In Yogyakarta city, in 2008 the number of inclusive schools is 14 schools and become 63 schools in 2016. “Indonesia has been shifting towards more inclusive education. The goal is to develop an inclusive education system that provides quality education for all children including children with disabilities and to decrease the number of students in special schools” (OECD/Asian Development Bank, 2015)

However, the literacy rate in Indonesia is still quite high despite the significant achievement of the basic program for all (Manan, 2015). Although Indonesia has made remarkable

progress in improving access to basic education, 6.7% of primary school age children and 23.4% of junior secondary school age children are not enrolled in schools (MOEC, Statistics, 2014). School participation rate shows an increase in 10 years (2003-2013). Nonetheless, as can be seen in Table 4, the school participation rate for those on the group age of 16-18 years old only reached 63.27%. Furthermore, it was reported that the number of drop out student before reaching high school reached 3.1million per year, since only 2.2 millions student will graduate from high school out of 5.3 million entered the first grade (Baswedan, 2012). Regional disparities between and within provinces were also reported to be highly considered. The net enrolment rate ranges from 94.7% in Bali to 83.1% in West Papua at primary school and from 94.7% in the Special Capital Region (DKI) of Jakarta to 31.6% in Papua fo secondary school.

Table 4. Participation in Formal education

Education Indicators	2003	2013
PARTCIPATION IN FORMAL EDUCATION		
School Participation rate		
7-12 years old	96.42	98.29
13-15 years old	81.01	90.48
16-18 years old	50.97	63.27
19-24 years old	11.71	19.88

Source: BPS (Badan Pusat Statistik) (*Statistics Indonesia*), 2014

Several barriers reported in some study findings on the implemetation of inclusive education in Indonesia include the lack of trained teachers and their understanding (Prastiyono, 2013; Yusuf 2016) as well as lack of information and discriminatory attitude towards person with disabilities (Poernomo, 2016). Even in New Zealand, a study findings stated that “the inadequate number and low level of school counselors at the primary school level (one counselor for every three schools) was considered insufficient for services to be effective” (Mundia, 2009). With the various successes achieved, it can be said that the implementation of inclusive education policy in Indonesia has supported the achievement of EFA objectives although it is not yet maximal. "Despite there have been significant progress in achieving the right to education, the Indonesian government remains Indonesia's most popular citizen" (Manan, 2015). There are still many aspects that need to be prepared, maintained, and also improved as this ofcourse not an easy and fast task. “There are examples of good education being provided in special schools in Indonesia and some regions are working to develop more inclusive approaches to education across all stages but there is still much to do. Enrolment of students with additional support needs in senior secondary schools remains very low”(OECD/Asian Development Bank, 2015)

V. CONCLUSIONS

The implementation of inclusive education is unquestionably important to achieve EFA. It was found that the number of the school implementing the inclusive education policy has significantly increased, supported also by the province and district related regulations. However, the context of the policy of inclusive education as the major guideline for the policy implementation has lead to various and even narrow perspective on the concept of inclusion. Much progress has been made, yet it is still much left to be accomplished to achieve the fundamental and universal rights on education to all society.

To implement an ideal inclusive education need a long process, moreover external factor such as geographical landscape/position of Indosia as an archipelago country also consider as a big barrier. Although it has been academically discussed, a proper and holistic understanding on inclusive education remains important to note. A reconceptualization of inclusive education as a guarantee of quality and access may improve the implementationn of inclusive ducation and thus EFA oals will be greatly achieved. As also reminded by (Miles and Singal, 2010) that “developing local understandings of the complex concepts of “education”, “all”, and “inclusion” is crtical to the development of appropriate and sustainable policies on teaching and learning

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