

# The Implementation of Inclusive Education Policy for Disabled Students in Indonesia

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**Abstract**— Inclusive school is one of education equality and realization without discrimination, where children with special needs and children in generic can have an equal education. Inclusive education requires education and school system which treats children as center of flexible learning and can accept the different characteristics and background of each child to stay together. This writing is focused on concept and implementation of basic and secondary education policy in Indonesian national education system for learners with disabilities in Indonesia. In comply with Indonesian Law No 20/2003 on National Education System, stating that basic and secondary education level is a formal education form for learners of 7 until 18 years old and a basic requirement for higher education. In fact, inclusive school organizing in Indonesia has not met with the concept presented and implementation guidelines, in terms of students, teacher qualifications, facilities and infrastructure and parents and community support. The objective of this study is to provide an equal probability and opportunity to learners with special needs to attend a regular school, starting from Elementary, Junior High and High/Vocational School. This study uses Systematic Literature Review (SLR) as research methodology which expected able to identify, assess and interpret all available studies with the purpose of providing a specific answer. The data source is obtained from a variety of national and international journal.

**Keywords**— *implementation of policy, inclusive education, disabled students in Indonesia.*

## I. INTRODUCTION

Education is a basic right for Indonesian citizen, includes those who requires special needs. In the 1945 Constitution of the Republic of Indonesia, article 31 paragraph (1) states that every citizen has an equal right to receive education, confirmed by Indonesian Law No 20/2003 on National Education System or Regulation of the Minister of National Education, No.70/2009 on Inclusive Education for Learners with Disabilities and Have Potential Intelligences and/or Special Talent. Based on the data from Statistic Indonesia (BPS) in 2017, the number of children with special needs (ABK) in Indonesia achieved 1.6 million. From that number, only 18% has received inclusive education service. Around 115 thousand children with special needs attend Special School (SLB), while the number of ABK attending regular school which implementing Inclusive School is around 299 thousand. To provide education access for ABK who do not attend SLB, the Ministerial of Education and Culture has implemented Inclusive School Program. Inclusive School is a regular school (non-SLB) which also provides education for students with special needs. In regular school, students

with special needs learn together with other regular students, assisted by a special teacher during teaching learning activities. Currently, there are 32 thousand regular schools which become Inclusive School in various regions di Indonesia.

The government roles in implementing an equal education is definitely very influential and important in education development. Inclusive school means the school must ready and accept students with special needs (IDPN Indonesia, in [1]). Inclusive means involve children with disabilities of difficulty to see, hear, paralyze and slow in learning. In order to bring this program, succeed this inclusive learning mandatory program, the government has appointed certain schools to become inclusive school, in which they have normal students and students with special needs learning at the same place and time.

Inclusive school is one of education equality and realization without discrimination, where children with special needs and children in generic can have an equal education. Although inclusive education in Indonesia formally had been implemented in the past decade, it was believed that the inclusive education naturally has been going for a long time. This is in conjunction with Indonesian philosophical, social or culture that respect and uphold the diversity, based upon spirit to hold all classes in education.

Inclusive education is an implementation of multicultural concept education that can assist students to understand, accept and respect other person with different tribe, culture, value, personality and physical or psychological capabilities. In Indonesia, through the Decree of the Minister of Education and Culture No.002/1986, school development to carry out inclusive education has been initiated to serve Compulsory Education Completion for students with special needs. Education access by concerning criteria contained in inclusive meaning is still hard to fulfilled. Therefore, the government policy in implementing equality of learning opportunities for children with special needs is just a beginning of inclusive education. Inclusive education system is expected to reach all children in all over Indonesia.

The background of this study is an issue that not all schools can implement inclusive education maximally. Many schools unable to implement the right inclusive education pattern in comply with policies determined by the government. Therefore, this study is directed to analyze inclusive education policy issues that exist in education in Indonesia, specifically from education sociology perspective and observe how implementation system of inclusive education can reach all Indonesian citizens regardless

students' weakness and disabilities to find out the effectiveness of teacher's roles and tasks in inclusive school.

The problem in this study discusses the implementation of Indonesian Government on inclusive education for students with special needs. Although there are some laws regulate inclusive education, many school age children with special needs enjoy receive the education.

The advantages of this study are as follows:

- Theoretical benefits, this study is expected to become a useful reference in developing relevant concept on inclusive education service.
- Practical benefits, this study is expected to be able to improve awareness and empathy of service personnel to create education service for accommodating the needs of students with special needs due to their different conditions compared to children in general.

Policy benefit, this study is expected to provide feedback to stakeholders in formulating more appropriate education policy in order to fulfill the ABK rights for inclusive education services.

Education is a basic need for every human to guarantee their life to be more prestigious. Thus, the government/state has an obligation to provide a qualified education to every citizen including those with special needs as stated in 1945 Constitution of the Republic of Indonesia, article 31 paragraph (1). Unfortunately, education system in Indonesia has not accommodate diversity which causing the occurrence of educational institution segmentations based on differences in religion, ethnics and even physical or mental abilities of the students. This educational institution segmentations obviously inhibits the students to learn how to respect the fact of diversity in society. Indonesian government has tried to implement inclusive education through a variety of programs and activities conducted by National Education Department and Education Regional Offices in Provincial or City/District. In application, the implementation of inclusive education meets various obstacles and challenges. The obstacles that often reported are misunderstanding on inclusive education concept, inconsistent regulations and policies, rigid education system, etc.

The purposes of this study are to objectively describe inclusive education implementation, obstacle in inclusive education implementation and efforts carried out by the government to overcome the obstacles for implementing inclusive education. This study is limited only to discuss on how to implement inclusive education and see how obstacles can be handled by the government.

The rest of this paper is organized as follow: Section II describes the literature review. Section III describes the proposed method. Section IV presents the obtained results and following by discussion. Finally, Section V concludes this work.

## II. LITERATURE REVIEW

Inclusive education is a further consequence of Education for All global policy promoted by UNESCO in 1990 as the result of World Conference in Salamanca on 7-10 June 1994 which then continued by Dakar Declaration in 2000 which became a work frame in responding basic needs of community that underlining education must reach all

community classes regardless limit, ethnic, religion and potential capabilities of every student.

A Specific Guidelines of Inclusive Education Implementation in 2007 issued by National Education Department Directorate General of Basic and Secondary Education Management Directorate of Special School, states that in fulfilling children education rights, the existing education has been directed to inclusive education as an ideal medium which expected to be able to accommodate education for all, especially those who with special education needs to fulfill their rights in receiving education like other children.. This fact was supported by a journal, Tarmansyah in [2], stated that "...currently there are policies and program from the Ministerial of National Education in form of inclusive school development which combining normal children with children with special needs." In addition, by Suherman in [3], stated that one of International agreement that encourage the realization of inclusive education system is Convention on the Rights of Person with Disabilities and Optional Protocol which authorized on March 2007. Article 24 of this Convention stated that every country is obliged to carry out inclusive education system in every education level. One of its purpose is to encourage the realization of full participation of disability in community's life. Furthermore, in Salamanca Declaration UNESCO [4]. attended by worldwide education minister containing UN Declaration reaffirmation on Human Rights in 1948 and numerous further declarations ended in UN Standard Regulation in 1993 concerning equal opportunity for disabilities to get education as an integral part of existing education system.

Inclusive education in Indonesia has been initiated since 2003. In accordance with Circular Letter of *Dirjen Dikdasmen Depdiknas* No.380/C.66/MN/200, dated on 20 January 2003 on Inclusive Education, stated that in every District/Town in all over Indonesia must have at least 4 inclusive schools, that is in the level of Elementary School, Junior High School, High School and Vocational High School, minimally one school for each level. Until end of 2006, there were 775 of inclusive school in Indonesia, which consisted of 573 of Elementary School level, 101 of Junior High School level and 101 of High School level. The implementation of inclusive education in Indonesia now has a juridical basis, i.e. The Regulation of the Minister of National Education No.70/2009. In their implementation, the inclusive school meets many obstacles, either related to curriculum to be used, teacher's capability in developing specific curriculum, limitation of facilities and infrastructure or teachers' difficulties in assessing ABK capabilities.

Although there are some laws regulate the inclusive education, many school age children with special needs enjoy receiving the education services. The development of science and technology in education field is extraordinary, find a new evidence that ABK with their various physical and/or intellectual barriers can attend education in regular schools after teachers and other resources in school, curriculum and learning are specifically designed to enable every individual to get services based on each individual need [5]. Such finding emphasizes that social approach can handle education barrier for ABK and defines that medical

approach is not the only solutions to solve education barrier for ABK.

Social approach paradigm in education service for all children becomes one of the starting points for the occurrence of inclusive education. Inclusive education is an education system which provide equal opportunity to all children to enable them to learn together although with different curriculum and learning. Inclusive learning is both philosophy and methodology to realize a social and education environment that enable all children to get services based on individual need. Through professional assessment, adapted curriculum and learning, fair assessment system also customized media and adjusted facilities and infrastructure, every child then will be able to attend a proper and qualified education in inclusive education setting by Yusuf & Irdianto in [6]. Therefore, the inclusive education is not only important for education equity but also quality and education relevance.

### III. METHOD

This study uses SLR (Systematic Literature Reviews) method of identifying, assessing, and interpreting all available research with the aim of providing specific answers [7]. Research is collected from various National Journals as well as International Journals, Journals are limited to the publication year starting from 2001 to 2018.

The SLR stage starts with planning, performing, and reporting. First, from the above theme, a journal search is made in several sources, after collecting is classified according to the year published by the journal. Second, content analysis is conducted to find out the relevance of this discussion, so that the appropriate journals will be used as references as literature review and data in this study [7].

### IV. RESULTS & DISCUSSION

#### A. Result

The pedagogical basis for schools carrying and conducting inclusive education services is Law No. 20/2003 article 3, stating that the purpose of national education is to develop students' potential to be faithful and devoted to the Almighty God, noble, healthy, knowledgeable, capable, creative, independent and a democratic and responsible citizen, an individual who is able to appreciate differences and participate in the society. School as a formal institution of education organizer plays a strategic role in national education system. As an education organizer, the school absolutely has various policies and regulations which tie up all components in it. As an education organized institution, school has certain criteria supporting an education process to succeed.

The government policy through efforts made by publishing the 12 years compulsory education program needs to be welcomed by improving services to students both normal and those require assistance due to disabilities. The efforts carried out aimed to improve education quality and good services that must be provided to children with special needs, either quantity or quality. Based on the prevalence of the number of children with special needs is approximately 3% of school age population. That number exclude those

who are classified as autistic, hyperactive, talented and difficult to learn. The result of 2001 census described only 3.7% (33,850 children) had been served in school, both in public school or special school.

As stated in Law No. 20/2003 on National Education System (SISDIKNAS), the function of national education is to develop abilities and to build dignified national character and civilization in order to educate the nation. It is clearly that education role is very required since a human was born until he passed away (long-life education). In addition, education also has a big role in advancing a nation to get smart and independent human resources. The Indonesian government is very much concerned in education field which proven by allocating education budget which in the past few years continue to increase. For 2018 period, from total budget of IDR 2,220 trillion in the State Budget (APBN) of 2018 fiscal year, the Government as stated in Attachment XIX of Presidential Regulation No.107/2017 on Details of State Budget (APBN) Fiscal Year 2018 (link: Presidential Regulation No.107/2017 – Main Content) has allocated IDR 444,131 trillion for education.

In the middle of great attention to this sector, the education world still facing a lot of issues, one of them is equity. Education equity is a problem on how an education system can provide the widest opportunity to all citizens to get education, so that education can truly be a means for human resources development to support the nation achievement. The issue of education equity occurs when many citizens mainly school age children have not received education in accordance with their age level. In addition, there are citizen of school age cannot be accommodated in a system or education institution due to lack of facilities and incompatibility of the available system with the empirical facts.

#### B. Discussion

One of the crucial problems related to education equity is the availability of education services for people with disabilities, which not small in numbers. Based on United Nation data as quoted by Harijanto in [8], in 2010 there were 12% of people with disabilities from world population or around 650 million are people with disabilities where nearly 25% of them or approximately 163 million are school age children.

In Indonesia, based on Statistic Indonesia (BPS) in National Economic Socio Survey (SUSENAS), the number of people with disabilities is increasing every year. From the initial survey conducted by BPS in 1998 explained that the number of people with disabilities in that year's population was 1,601,005 people, of around 0,8% of total population. In 2003, BPS conducted another survey with details on disability types per province resulted in 2,454,358 people with disabilities or around 2% of total 215,276,000 population in Indonesia. Whereas in 2006, the number increased and reaching 2,810,212 people. The data in 2012 showed that the number of people with disabilities reaching 2% of total 244,775,796 of population in Indonesia or 3,654,356 people.

In this inclusive education they are not merely pursuing academic abilities, but more than that, they learn about the

life itself. Disability is not a barrier for every person to move forward, succeed and reach their dream. Current inclusive education, either in basic or secondary level is expected as a media to deliver children with special needs to gain hope and not be left behind other normal children. The success or effectiveness of an education process will be known through assessment, in this case, the assessment carried out leads to a valid program.

Assessment in education world adheres to the principles of continuous and comprehensive to support the effort of self-supporting students to learn, cooperate and assess themselves. In the implementation of inclusive education, there is no common perception about inclusive education concept. If we see several education standards developed by the Government though National Agency for Professional Certification (BSNP), inclusive education is only for children with visual impairment, hearing impairment, disabilities and behavior disorder whose intellectual abilities are not below the average. In fact, the reality in the field shows that the prevalence of children with special needs who have intellectual abilities below the average are the most among other types of disorders.

The policies used in correlation with inclusive education are not just appear directly but through a deep consideration and analysis, both internal or external. The policy used by education institution of receiving new student in inclusive school should provide opportunities to children with special needs to be accepted and attend education in the nearest inclusive school. For initial stage in accordance with the readiness of the school and so that the classroom management becomes more optimal, in each inclusive class it should be limited not more than 2 (two) types of specificity and the total number is not exceeding 5 (five) students. The purpose of management student is to organize various student activities so that the learning activities in school can run smoothly, orderly and organized as desired.

In preparing policies on inclusive education, it certainly requires a careful planning starting from formulating policy steps containing policy formula on agenda and adoption of policies that are appropriate and applicable, then implement and evaluate those policies, whether they are appropriate with the plan. Then what approach should be taken so that the policies can be well implemented, and the function of the policies can be realized.

Although until today the inclusive school is still being improved on various aspect, but from the ideal side, inclusive school is an ideal school for children without or with special needs. The environment created is very supported for children with special needs, where they can learn from spontaneous interaction of their peers, especially social and emotional aspects. Whereas for children who do not have special needs provide the opportunity for them to learn empathy, be helpful and caring.

The implementation of inclusive school system is one of the requirements that must be fulfilled to build inclusive community. A society that respects and upholds the values of diversity as a life reality. Many cases occur related to inclusive education implementation, such as the minimum of supporting facilities of inclusive education system, limitation of knowledge and skill of inclusive school

teachers indicate that inclusive education system is not well prepared yet. The implementation of inclusive school for children with special needs should create an environment that is friendly to learning which enable all students to learn comfortably and happily.

## V. CONCLUSION

The implementation of inclusive school is a form of government efforts that are expected to be able to produce future generations who can understand and accept the differences and not creating discrimination in future society life. Several cities in Indonesia starting to have inclusive school, in which the implementation is a collaboration between school and town government. In fact, it is still difficult to realize inclusive school that can meet the needs of children with special needs. One of the difficulties is that there are still people who have not accepted the student with special needs in regular school, also disharmony between parties in implementing inclusive school, such as requirement of qualified teachers and school should fully support the inclusive school implementation. All parties should work together in realizing inclusive education in Indonesia in a joint effort to realize the idea of education without discrimination. Inclusive education still requires special attention in its implementation so that in the future, the children with special needs get educational services based on their conditions and can respect the fact of diversity in society life.

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