


POLICY BRIEF

INCLUSIVE EDUCATION: EDUCATION FOR ALL



INOVASI is an education program partnership between the Governments of Indonesia and Australia. It aims to find and understand ways to improve student learning outcomes - specifically those related to early grade literacy and numeracy at the school and classroom level.

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 Inovasi Untuk Anak Sekolah Indonesia
 INOVASI Pendidikan

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WHY DOES INCLUSIVE EDUCATION MATTER IN INDONESIA?

Education for all has been Indonesian policy since it was first agreed in 2000 through the Dakar Declaration. Responding to the agreement, the Government of Indonesia implemented an education-for-all program in the 2000–2015 period.¹ The program included: basic education, equality, gender mainstreaming and education quality improvement. Indonesia also adopted the United Nations Sustainable Development Goals in 2015. The fourth goal is to ‘ensure inclusive and equitable quality education and promote lifelong learning opportunities for all’.

Primary school enrolment, attendance and completion rates for Indonesia’s children with disabilities are noticeably low. Data from the 2010 census indicated that only 53 per cent of people with disabilities ever attended school compared to 98 per cent of people with no disability.² **A comprehensive review showed that youth aged 15–24 years with no schooling have two or three times the rate of disability as youth with schooling³.**

Also, children with a **mild level of disability** are associated with a **63.4 per cent lower probability** of completing primary school, relative to their counterparts with no disability. Meanwhile, for children with a **severe disability**, their relative chances of completing school are only **24.2 per cent⁴**.

In this context, by 2030 Indonesia has committed to:

- Ensuring that *all* girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes;
- Eliminating gender disparities in education and ensuring equal access to all levels of education for the vulnerable, including persons with disabilities, indigenous peoples and children in vulnerable situations⁵; and
- Building and upgrading education facilities that are child, disability and gender sensitive and provide safe, non-violent, inclusive and effective learning environments for all.

Ensuring that *all* Indonesians participate in a quality, relevant education will contribute directly to the improvement of workforce and employment – and regional economic competitiveness – and, at the same time, will help ensure that citizens live healthy and productive lives.

WHAT DO WE KNOW?

A policy framework to implement inclusive education was established through Ministry of Education and Culture Regulation No 70 of 2009. This covers kindergarten, primary schooling and junior-secondary schooling. Once this regulation was formalised, district governments attempted to implement inclusive education programs, with each district designating one primary school and one junior-secondary school in each sub-district to provide inclusive education. The 2016 Indonesian Law No.8 on Disability, Article 10, enshrines the rights of people with disabilities to inclusive education; to access a quality education in all levels and types of educational facilities both mainstream and special, and to be provided with appropriate educational accommodations.

INOVASI baseline data collected (from across East Nusa Tenggara, West Nusa Tenggara and North

Kalimantan) on enrolled children with disabilities was based on teacher perceptions of disability, using impairment and medical typologies rather than standardised functional observations. While an impairment-based approach is commonly used worldwide, it is increasingly understood to be unreliable, prone to misclassification and highly variable, being dependent on teachers’ interpretations. Additionally, teachers may assume a child has an intellectual disability (and classify the child as a slow learner) instead of seeing that the child may simply require more (or better) teaching to learn. This increases estimates of disability.

Working with the Ministry of Education and Culture (MoEC), INOVASI has developed and is testing a disability identification tool called the Profil Belajar Siswa (PBS, or student learning profile) and a handbook on disability-inclusive education strategies for teachers. The PBS identifies disability as well as

¹The government’s six education for all goals were: (1) expanding early childhood care and education opportunities, (2) assuring expanded and equitable access to basic education, (3) expanding lifelong learning opportunities, (4) assuring increased adult literacy and continuing education, (5) assuring gender equity in education, and (6) improving and assuring education quality and standards

²Note that this figure draws on 2010 census data. UNESCO 2018.

³https://indonesia.unfpa.org/sites/default/files/pub-pdf/BUKU_Monograph_No2_Youth_in_Indonesia_ENG_05_Low-res.pdf

⁴Adioetomo et al. 2014

⁵This policy brief focuses specifically on disability and inclusion. In late 2019, INOVASI will produce a brief focused on gender and inclusion.

children's learning and support needs. INOVASI and TASS are working with MoEC and the Ministry of Religious Affairs (MoRA) to pilot the PBS across all 34 provinces of Indonesia, with a focus on integrating the data in DAPODIK (MoEC's basic education database) and MoRA's Education Management Information System (EMIS). This will help overcome current challenges related to validity and reliability of existing impairment-based disability categorisation. INOVASI 2018 baseline data with partner districts found that the number of schools with disability-accessible facilities is limited:

Province	Schools with disability-friendly facilities	
	Disability friendly bathroom	Ramp
NTT	0%	10%
NTB	2%	7%
EAST JAVA	1%	0%

WHAT ARE THE KEY ISSUES?

Lack of understanding

Globally, and in most regions of Indonesia, inclusive education is not yet regarded as a serious issue. Few regions have formulated policies to clarify how inclusive education should be implemented. Many local governments are either overwhelmed by or do not fully understand the practical requirements of enrolling and educating disabled and hard-to-reach children. Financing the activities and facilities to serve these children is a further challenge. A common misunderstanding is that inclusive education is the same as 'special education'. Furthermore, children with special needs are still sometimes seen by the public as a problem or an obstacle in delivering education as a whole⁶.

Teacher and school quality and infrastructure

There is a scarcity of teachers skilled in inclusive education, and of special assistance teachers; most schools do not have special assistance teachers. Most teachers require additional support in areas



such as differentiated instruction and adapting lesson plans to enable good quality inclusive education. Teachers have a limited ability to identify students with disabilities (not only students with sensory or movement difficulties but also children with intellectual, behavioural or psychosocial difficulties). Schools also lack the supporting infrastructure and equipment needed to implement inclusive education⁷

Classroom neglect of children with learning disabilities or problems

INOVASI classroom observations in West Nusa Tenggara⁸ indicated that there are many classrooms where children with a disability or even 'struggling learners' (who may or may not have disabilities) are not engaged in learning activities for a large proportion of the school day. This also applies to children who are advanced learners and are provided with no challenge but simply sit at their desks while other children are participating in the class. Learning outcomes for these children are significantly hindered. Accurate and widescale information about learning outcomes, disaggregated by disability, will become available over time as the Profil Belajar Siswa disability identification process is scaled up and results are entered into DAPODIK and MoRA's EMIS.

Community engagement

Most communities living around INOVASI schools, and in Indonesia more generally, lack of understanding about inclusive education; public awareness has not been adequate. Some communities are even resistant to implementing inclusive education programs and parents have not been involved much in developing and implementing inclusive schooling. A related issue is the medical model of disability that is still generally used, and which focuses on the disability⁹, rather than a social or functional model which focuses more on what children are able to do.

⁶https://www.openemis.org/wp-content/uploads/2018/04/UNICEF_Guide_for_Including_Disability_in_Education_Management_Information_Systems_2016_en.pdf

⁷<https://knepublishing.com/index.php/Kne-Social/article/view/2351/5196>

⁸<https://www.inovasi.or.id/en/publication/report-program-baseline-report-west-nusa-tenggara-ntb/>

⁹<http://ejournal.uin-suka.ac.id/pusat/inklusi/article/view/030207>

POLICY IMPLICATIONS & RECOMMENDATIONS

NATIONAL

Policy recommendations and priorities for strengthening inclusive education approaches at the national level include:

1. Strengthening the capacity for disability-inclusive education of general and specialist teachers through structured training (materials and time allocation) based on teachers' working groups (school cluster and subject teacher groups), in collaboration with education quality agencies (teacher training institutions, education quality assurance institutions, the Centre for the Development and Empowerment of Educators and Educational Personnel and other relevant institutions).
2. Build upon and expand existing pre-service teacher training programs (PGSD S-1 and PPG programs) by strengthening or providing curricula and modules, to ensure all teacher training institutes provide inclusive education training for all teachers and that specialist training is widely available.
3. Improving the quality of data on children with disabilities in MoEC's basic education database (DAPODIK) and MoRA EMIS applications, so that information on the learning and support needs and location of these children is reliable, easily accessed and can be used in policy making, planning and service delivery. This will require the adoption and use of an appropriate instrument such as the Profil Belajar Siswa along with its accompanying guidelines.
4. National government policy makers should ensure that BOS funding clearly includes relevant budget lines for inclusion of students with disabilities; instructional guidelines for school leaders should be provided to ensure awareness of and appropriate access to available funding.
5. National government policymakers issue a joint circular on strengthening teachers' and principals' working groups and supervisor forums as institutions that play a role in improving the competence of teachers, principals and supervisors. This circular would include support for improving the quality of inclusive education services in teacher training institutions so that the need for special assistant tutors can be met in all regions.

DISTRICT

Policy recommendations and priorities for strengthening inclusive education approaches at the district level include:

1. Strengthening the commitment of local government, particularly in terms of budget alignment to support the implementation of inclusive education, and developing a mechanism to disseminate information on inclusive education in stages to stakeholders and communities to increase community support and participation.
2. Supporting continuing professional development on implementing quality inclusive education through teachers, principals and school supervisors' working groups for both regular and religious schools; this includes using the Profil Belajar Siswa (student learning profile) to identify disability amongst students, developing appropriate student goals in the Program Pembelajaran Individual (or Individual Education Plan, IEP) as well as suitable adapted methods to assess students, implementing a differentiated curriculum and ensuring inclusion in classroom set-up and management.
3. Strengthening school leadership to support the implementation of inclusive education in every school. Strengthening collaboration and involvement of parents, communities, schools and government in developing inclusive schools and enabling out-of-school children with disabilities to enrol.
4. Adapting or building accessible infrastructure and providing appropriate equipment and learning resources for inclusive education in each school. Districts and school plans need to identify affordable adjustments, linked with planning to meet minimum service standards (SPM).
5. Establish resource centres (or adapt existing resources such as early childhood centres or health clinics) for cluster-based, rayon-based special assistant tutors, at least in proportion to the number of inclusive education providers and use these centres to practise inclusive education (sharing knowledge and experience in relation to pedagogy and equipment) and to identify and provide specialists in required specialist areas.

This Policy Brief was prepared by INOVASI and the Center for Education Policy Research, from the Ministry of Education and Culture's Research and Development agency.

Data includes results from INOVASI's baseline and endline studies in partner provinces West Nusa Tenggara, East Nusa Tenggara, North Kalimantan and East Java.