



Inclusive Education for Student with Special Needs at Indonesian Public Schools

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The objective of the current study is to evaluate inclusive education services in public schools following the issuance of central and local government policies in Indonesia regarding the implementation of inclusive education. This study collected data from 47 teachers' public schools in four cities (Malang, Batu, Solo, Boyolali) in Indonesia through questionnaires and interviews about their perception, identification, curriculum, academic staff, and management in inclusive education. Based on the results and discussions of the current study, it is concluded that the implementation of inclusive education showed a tendency towards a positive direction, especially agreement on the school administration, the provision of student education development records, the use of assessment results for modification of curriculum and learning. However, gradually improvements need to be made to create an inclusive environment, including increasing teachers understanding of the meaning of inclusive, completing student's documentation of developmental records, gathering and evaluating pre-learning according to student characteristics, providing personnel and infrastructure according to the needs of developing the interests and talents of children with needs special needs.

Keywords: inclusive education, children with special needs, public schools, diversity, special needs

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INTRODUCTION

The presence of special needs children in any community is always an interesting topic, primarily concerning obtain the same rights to get quality education as other typical children. The urgency of education services for special needs children "... order to develop to his maximum capacity" (Patton, Serna, Polloway, 2008; Efendi, 2006). Education is the only effort needed by special needs children to help themselves and adapt to the environment (Idhartono, Efendi, 2016). Furthermore, more educated and professional special needs children indirectly increase a nation's self-esteem and dignity (Efendi, 2006).

Based on the Indonesian population census in 2010, 355,859 children were identified as special needs for school-age (5-18 years). About 74.6% of them have not received educational services yet (Luk, 2013). The World Health Organization (WHO) (2008) reports that 20% of special needs children aged 6-11 years and 19% of special needs children aged 12-17 have the opportunity to learn (Baine, 2013). The availability of educational institutions causes the low participation of students with special needs to get education according to their needs can be accessed.

One solution to expand access of special needs children to obtain educational services is through the placement of children with mild, moderate, and severe special needs in full in public classes (Jahnukainen, 2011). Moreover, they are then served in the nearest school in regular classes with peers through inclusive education (O'Neil, 1995). This effort is based not only on efficiency and affordability but also on both typical, and special needs children in the community are not separated as a community.

Integrating all special needs children into regular classroom settings is called inclusive education services for special needs children (Wardi, 2013; Efendi, 2014), which is a fundamental human right for everyone (United Nations, 2006). Research demonstrates that inclusive education leads to positive outcomes for all children, including children who do not experience disability and teachers and families (Cologon, 2013). However, for many, inclusive education is not yet a reality.

The implementation of inclusive education services must be prepared based on aspects such as a condition variety of special needs children (hearing impairment, intellectual disability, visual impairment, gifted, and autism), and level education from kindergarten to college. Indeed, this situation is initially a problem when the need for infrastructure and supporting resources is not adequately available (Suyanto & Mudjito, 2012). The availability of resources, especially human resources such as trained classrooms and special consultant teachers. They can help teachers who have problems dealing with special needs children in the classroom. Some teachers have a problem with curriculum adjustments for children with special needs, classroom and school settings, or a series of inclusive special programs accommodating all the educational needs of special needs children and regular students (Florian, 2012; Pit-ten Cate, Markova, Krischler, Krolak-Schwerdt, 2018).

Financially, the existence of an inclusive classroom for special needs children in public schools can indeed reduce costs (Rudiyati, 2011) because it does not require additional

facilities or a representative school building. Perhaps a regular school that organizes inclusive education for special needs children can modify some of the available building parts so that the children with special needs can more easily access them. Another advantage, when the special needs children are placed in schools providing inclusive services, they will learn and grow together with their peers as individuals who are welcomed, owned, and equal members of the community (Cologon, 2014). They learn to be empathetic and understand differences, foster stronger feelings of mutual ownership. Their inclusive involvement overcomes environmental, structural, attitude, and relational barriers in full citizens' lives, valued, dignified, and respected (Cologon et al., 2019).

The application of an inclusive educational model for special needs children in public schools is empirically always challenging and facing some obstacles. The challenge comes from the school's internal and external environment (the surrounding community and local policymakers). The application of the inclusive model can hamper learning progress in regular classes (Suyanto & Mudjito, 2012) because special needs children in public schools are perceived to become a burden on the school. The statement is probably true that there is a significant difference if viewed only assess the productivity of the learning outcomes of special needs children compared to regular children who study at the same regular school. Because any disability experienced by a student, directly or indirectly, can impact the development of the psycho-social aspects (Efendi, 2017). In the other case, In India, the barriers to inclusive education can find from teacher anxiety and lack of professional development (Bhatnagar & Das, 2014).

On the most extreme side, special needs children in public schools are considered to disrupt the comfort and smoothness of regular school programs. However, this argument is not a solid reason to reject special needs children in regular schools. Otherwise, the schools that start caring about the inclusive model often criticize anti-inclusive schools (Hermanto, 2011). These teachers' mindsets are reported in various studies becoming the cause of the failure of the inclusive education application in various parts of the world, including in Indonesia. There is a fear among most teachers who immediately imagine how troublesome they will be in the days ahead when the special needs children join their classes. This perception can be understood if the teachers do not have the qualified competence to take care of the classes (Efendi, 2018) so that they feel confused when they accept special needs children but do not know how to do with them.

Other facts that occur in implementing inclusive education, especially in Indonesia, are assumptions that special needs children accepted in inclusive schools are limited to mild physical limitations and mild hyperactivity. While children with special needs physical and/or mental limitations of the moderate category and heavy schooled in a special school (Florian, 2019). The reason is quite reasonable if the regular school inclusive organizers limit special needs children who can be educated. It is indeed limited human resources, especially special guidance teachers who can teach special needs and typical students in one regular classroom (Efendi, 2015). According to students with special needs learning, they have barriers to problem-solving and interpreting mathematics concepts (Ikhwanudin & Suryadi, 2018).

Whatever the problems arising from implementing inclusive education services for special needs children in Indonesia, legally, the regulations governing inclusive education have been regulated in Minister of National Education Regulation No. 70 of 2009. One part of the article states that all schools in provinces or districts/cities in Indonesia must provide inclusive education, starting from elementary, junior high, to high school levels (their regulations regulate higher education institutions). Consequently, the central and regional governments are responsible for inclusive education for children with special needs. For this reason, it must be simultaneously collaboration among all parties involving teachers, principals, school staff, students, parents, government, and the community. Empirically, how is the implementation of inclusive education services, especially in public schools in several cities that have been recommended in providing inclusive services for children with special needs?

METHOD

The purpose of this study is to assess the progressive implementation of inclusive education services at the basic education level as stipulated in the Minister of National Education Regulation No. 70 of 2009. For this purpose, the expected data sources in this study are some schools in which students identified having physical, mental, social disabilities and superior intelligence recommended for implementing inclusive service programs.

Data collections used are precondition, the implementation of data collection, and the post-data collection session. In the precondition, the researcher collaborated with several teachers. They are taught in schools providing inclusive education to have focused discussions on the Guidelines for the Implementation of Inclusive Education program. The Directorate of Primary Education published this program, PPK-LK, Ministry of Education and Culture of the Republic of Indonesia (2011). The topics used in discussions are understanding inclusive education, identifying children with special needs, curriculum development, education staff development, management of facilities and infrastructure, learning activities, and community empowerment. Then an open list of questions is made to be distributed randomly to inclusive education delivery schools that provide inclusive education located in Malang, Batu, Boyolali, Solo (Java, Indonesia). In detail, the guideline questions are list down from these topics, are as follows Table 1.

Table 1
Description of the research problem

Variable	Sub Variable	Indicator
Schools Perform	Perception	Concept of inclusive
		Philosophy of inclusive
	Identification	Special needs child assessment
		Identification procedure
	Curriculum	Curriculum modification
		Design of instruction
	Educational staff	Performance of expert
		Teachers competence
	Management	Schools administration
		Educational record
		Equipment supporting

In the post-data collection, the researcher classifies and constructs the data so that it becomes information. The collecting data must confirm the implementation of inclusive education in the school. This step is recommended through focused discussion (Miles, Huberman, Saldafia, 2014), by expecting that information input can be used as a pattern to develop a model of educational services for children with disabilities specifically inclusive that is more feasible.

FINDINGS

Based on the results of the respondents' judgment of the respondents' answers through interviews, observations, questionnaires, the description of the inclusive education services implementation for special needs children is presented in following Table 2. Data in Table 2 can be interpreted that implementing inclusive education service programs for children with special needs in this study gradually needs to be significantly improved. The level of perception of the basic concepts of inclusive education shows that 74.47% of inclusive service provider schools still consider it important to be a prerequisite for prospective new students with special needs to the extent possible (concept of inclusive). For this reason, 72.34% of schools consider that children with special needs received are limited to specific disorders. It means that not all children with special needs are entitled to receive services according to the needs and abilities of the school (Philosophy of inclusive).

Table 2
Inclusive school teacher responses

No.	Statement	Agree		Disagree		Notes
		F	%	F	%	
1.	Concept of inclusive	35	74.47	12	25.53	Unfavourable
2.	Philosophy of inclusive	34	72.34	13	27.66	Unfavourable
3.	Special needs child assessment	9	19.15	38	80.85	Favourable
4.	Identification procedure	29	61.70	18	38.30	Favourable
5.	Teachers competence	38	80.85	9	19.15	Unfavourable
6.	Performance of expert	33	70.21	14	29.79	Unfavourable
7.	School administration	34	72.34	13	27.66	Favourable
8.	Modification of design instruction	33	70.21	14	29.79	Favourable
9.	Supporting equipment	28	59.57	19	40.43	Favourable
10.	Educational record	30	63.83	17	36.17	Favourable
11.	Curriculum modification	36	76.60	11	23.40	Favourable

Note: f= frequency

The efforts of 61.70% of schools that provide inclusive services that conduct screening in the identification and assessment process for all students accepted in the admission of new students are the right step to obtain a picture of student capacity (Identification procedure). However, only about 19.15% of schools that provide inclusive services conduct in-depth assessments of the initial capacity of children with special needs using test standards that are different from typical children (Special needs child assessment).

Relevant expert involvement in the initial assessment to determine students' capacity with special needs, around 70.21% of schools providing inclusive services do not involve experts relevant to prospective new students' characteristics (Performance of experts). However, in providing services to children with special needs, around 80.85% of supervisors felt the need to collaborate with relevant experts to improve services to children with special needs (teachers' competence).

The empirical facts of students have been found that around 76.60% of schools providing inclusive services have Curriculum modification of public school curriculum standards. Likewise, in fostering special talents and accurate learning, around 70.21% of schools providing inclusive services often have to redesign learning models based on identification and assessment data at the beginning of registration (Modification of design instruction).

Concerning school management, 72.34% of schools that provide inclusive services have recorded or administered orderly data on student data (School administration), including 63.83% of inclusive service provider schools that have used identification and assessment data (Educational records) redesign activities learning. To increase the achievement of inclusive education service programs for children with special needs, around 59.57% of schools providing inclusive services seek to support relevant learning facilities (Supporting equipment).

DISCUSSION

Implementation of inclusive learning services for special needs children in public schools as stipulated in the Minister of National Education Regulation No. 70/2009. From its regulation, all schools in provinces or districts/cities in Indonesia are required to provide inclusive education starting from elementary, junior high, and high school levels for students identified as having physical, mental, social, and student barriers with superior intelligence. For this reason, several provinces and districts/cities in Indonesia have followed up with policies on the implementation of inclusive education.

Following the issuance of the regulation, a polemic emerged "is the Education service for special needs children through inclusive education or special education?" The polemic raised differences of opinion among practitioners. However, both models remain policies and practices in many countries. Even in some countries, the accessibility of special needs children to get 'special' and 'inclusive' education services is understood as optional. Every community group has the same or different choices. It is the same wherever special needs children get primary education services as long as they get good quality services. Even the role of special educators in inclusive schools can support the implementation of inclusive education and overcome obstacles to the participation of the surrounding community (Florian, 2019). More importantly, the support of public schools that feel the need to implement inclusive education positively promotes inclusive education in public schools (Page, 2017).

Empirically, regular schools have been recommended to hold inclusive education. Some of them have, in some cases, performed their functions very well. They have carried out identification and assessment, administering student data from assessment and identification results. They are also utilizing assessment results to redesign learning, coaching the talents of children with special needs, and providing energy and infrastructure as needed shows a positive tendency.

Prospective new students need to understand the concept of inclusive education. In addition, they must get limited inclusive services according to specific disorders. However, in reality, the initial ability assessment of children with special needs is not carried out in-depth. This assessment process is also due to the lack of involvement of relevant experts in this assessment process. Experts also play a role in building a capacity building for students with special needs. Barriers also occur due to the lack of special guidance teachers who can foster collaboration with related experts to improve services for children with special needs. These problems must be immediately corrected in the context of inclusive education services for children with special needs. According to Inclusive Education in the United States, the middle school general school teacher had positive attitudes toward students with disabilities in their classrooms (Mackey, 2014). Mackey (2014) also adds in his research that it takes sufficient administrators, general education teachers, special education teachers, and paraprofessionals to do in order to maximize the effectiveness of in-class supports.

The strategy of providing inclusive education services for special needs children in Indonesia through introduction, development, and acculturation (Praptono & Budiyanto,

2014). At the introduction stage, both school's internal and external parties (stakeholders and community elements) should understand well. Thus, they can create a pleasant, friendly environment and foster students' confidence with special needs to receive a proper education. In addition, the availability of physical support and human resources is consistently related to attitudes toward inclusive education (Avramidis & Norwich, 2002). Quantitatively, the phenomenon of implementing inclusive education, especially in terms of implementation 75.78%, needs improvement in terms of teacher perceptions 80.70% need improvement, and the perception of special needs children towards inclusive education is 19.45% rated very positively (Yusuf & Indianto, 2010).

Philosophically, inclusive education is not just a change in methods and strategies in educating children with special needs but must change the teachers' mindset and the school environment about the essence of Education for All. The teachers still have a "mindset" and "inspiration" to use the selection in the system of admission of new students. They still consider the importance of using standard test instruments in the new student admission system to classify children with specific special needs that can be accepted at school. Therefore, the rules and values that become a culture that the school community believes in becoming an inclusive school are necessary to change new values towards a more conducive direction (Mudjito, Harizal, Elfindri, 2012). Proper inclusive schools must respect each other (Sunanto, 2009). To go towards a regular school system that is more inclusive must be designed and prepared before launch. Schools can build specific competencies that help reduce negative externalities from students (Rangvid, 2019).

In the development stage, all components involved in delivering inclusive education services for children with special needs, particularly the provision of supporting human resources (special tutors) in schools, are an essential part in the sense of "the ability to carry out obligations as teachers responsibly and decently" (Mudjito, Harizal, Elfindri, 2012). The competency specifications are manifested in pedagogic, professional, personality, and social competencies.

Characteristics of students faced in inclusive schools are very complex. The teachers' awareness of personal and contextual factors supporting self-endurance can help them improve comfort and overcome fatigue (McKay & Barton, 2018). Even more, experienced teachers will show humility compared to their peers with less teaching experience (Butakor, Ampadu, Suleiman, 2018). Of course, the teacher's experience in teaching students with special needs will positively affect the teacher's attitude and self-efficacy. Likewise, the participation of teachers in supporting education and training affects their abilities differently. The development of teacher professionalism contributes to self-efficacy, reduces stress levels, and increases the effectiveness of interactions with students (Gaines & Barnes, 2017).

It is undeniable that classes with teachers with experience in training in handling special needs children have a higher inclusion index. The high level of inclusion index indicates that the training activities impact teachers to apply the principles of inclusive education in the learning process in the classroom. For this reason, the findings of this study can be used to improve educational training for teachers before and in-office (Yada, Tolvanen,

Savolainen, 2018). Indeed, the effectiveness of training to change someone's behavior can be explained by changing someone's attitude. The attitude has three aspects, namely cognitive, affective, and psychomotor, in their performance (Sunanto, 2009). In the other case in Valencia, the training and positive attitudes can generate inclusive working environments in future professional practice (Roca-Hurtuna, Martinez-Rico, Sanz, & Alguacil, 2021)

The inclusive learning implemented in the classroom requires teachers to meet the diversity of students' learning needs. Diversity can be assessed in terms of learning styles, interests, level of learning readiness, special needs that can be accessed in class. In addition, teacher professionalism inherent in pedagogical and technical support of teaching (Takala & Sume, 2018) can be known when designing learning to accommodate diverse learning needs.

In the acculturation stage, it is systemically and consistently attached to people's lives. At this stage, all elements of society and stakeholders simultaneously have the same perspective and attitude in providing various inclusive service access (Praptono & Budiyanto, 2014). The implication of this stage is seen in the quantity increase of public schools providing inclusive education from time to time. However, the addition of the quantity will be more meaningful if accompanied by an increase in school commitment to provide education services without discrimination to all students (Sulistiyadi, 2014), increase the competence of inclusive teachers, fulfillment of supporting facilities, and infrastructure learning.

Based on this reason, the professionalism of a special education teacher will appear when the teacher can apply an approach to teaching together, where one teacher designs provide lessons. In contrast, other teachers provide individual support for students with disabilities (Pancsofar & Petroff, 2016). These findings indicate that teachers believe the learning needs of students with special needs can be met through a team-teaching approach. The withdrawal of students to obtain additional programs remains the dominant approach.

The collaboration of inclusive classroom teachers can encourage the community of practice through professional relationships that can enhance the educational experience and student learning outcomes with special educational needs. For example, in Ireland, there are Learning Support Teachers (LSTs) and Resource Teachers (RTs) who provide additional support for increasing the number of special needs children in public classrooms. In this case, Classroom Teachers (CT) can collaborate with two other components in collaboration to achieve successful inclusion (Mulholland & O'Connor, 2015). The implication is that students' learning experiences can contribute to their ability to access various perspectives with their arguments and suggest the need to consider contextual experiences more closely in influencing children's moral reasoning (Scholes, 2017).

The learning needs of diverse, inclusive class students must accommodate diverse learning styles, diverse material, diverse methods. The curriculum can modify the classroom teacher to change the depth, breadth, stages of the material, the scope of the

material, study time, and achievement targets. A modified curriculum is a standard curriculum that applies in class or nationally. The basis for curriculum modification is the learning needs of students whose information needs are obtained from the learning assessment results. For example, in the learning process, teachers can modify the duration from 36 hours per week from 40 minutes per meeting (regular students) to 30 minutes per meeting (students with special needs). At the same time, evaluations are modified according to the degrees needs and diversity (Izzati, 2015).

CONCLUSION

Based on the study results and discussion, it can be concluded that empirically the implementation of inclusive education services in public schools showed a tendency towards a good outcome. The excellent outcome of inclusive education is on agreement on the school administration, the provision of student developmental records, and assessment results for modification of curriculum and learning. Gradually improvements need to be conducted to create an inclusive environment, including: increasing teachers understanding of the meaning of inclusive, completing student's documentation of developmental records, gathering and evaluating pre-learning according to student characteristics, providing personnel and infrastructure according to the needs of developing the interests and talents of children with needs special needs.

RECOMMENDATIONS

Suggestions are given to various parties as follows: (1) The head of the education office should be able to strengthen the implementation of policies that create a conducive atmosphere in inclusive education; and (2) The government needs to increase teachers understanding of the meaning of inclusive, completing student's documentation of developmental records, gathering and evaluating pre-learning.

LIMITATION

The instrument that used in the current study is limited by variable of The Directorate of Primary Education published this program, PPK-LK, Ministry of Education and Culture of the Republic of Indonesia. The limitation of the study based on variables that are used in the current study and covering in the Malang, Batu, Boyolali, and Solo city. In addition, this study can apply to other city with a similar vision in the inclusive education.

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