Embracing Diversity and Inclusion in Indonesian Schools – Challenges and Policy Options for the Future of Inclusive Education

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Inclusion in Indonesian Schools** –
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the Future of Inclusive Education

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Abbreviations

AT	Assistive Technology
BOS	School Operational Assistance Fund (*Bantuan Operasional Sekolah*)
CFM	Child Functioning Module
Dapodik	Basic Education Data (*Data Pokok Pendidikan*)
DFAT	Department of Foreign Affairs and Trade
DG	Directorate General
DSU	Disability Service Unit
EMIS	Educational Management Information System
FGD	Focus group discussion
FPMI	Inclusive Madrasah Educator Forum (*Forum Pendidik Madrasah Inklusi*)
GoI	Government of Indonesia
GTK Dikmen Diksus	The Directorate of Teachers and Education Personnel of Secondary Education and Special Education *(Direktorat Guru dan Tenaga Kependidikan, Pendidikan Menengah dan Pendidikan Khusus)*
IE	Inclusive Education
IM	Inclusive Madrasah
INOVASI	Innovation for Indonesia's School Children *(Inovasi untuk Anak Sekolah Indonesia)*
KemenkoPMK	Coordinating Ministry for Human Development and Culture Affairs *(Kementerian Koordinator Bidang Pembangunan Manusia dan Kebudayaan)*
MDT	Multidisciplinary Team
MoECRT	Ministry of Education, Culture, Research and Technology
MOET	Ministry of Education and Training (Vietnam)
MoF	Ministry of Finance
MoH	Ministry of Health
MoHA	Ministry of Home Affairs
MoRA	Ministry of Religious Affairs
MoSA	Ministry of Social Affairs
NGO	Non-Governmental Organization
OPD	Organization of Persons with Disabilities
PAUD	Early childhood education and development *(Pendidikan Anak Usia Dini)*
PBS	Student Learning Profile *(Profil Belajar Siswa)*
Permendiknas	Regulation of the Ministry of National Education
PMPK	The Directorate of Community Education and Special Education *(Direktorat Pendidikan Masyarakat dan Pendidikan Khusus)*
PN	Policy Note
P4TK TKPLB	The Center for Empowerment and Training for Teachers and Education Personnel in Kindergarten and Special Needs Education *(Pusat Pengembangan dan Pemberdayaan Pendidik dan Tenaga Kependidikan, Taman Kanak-Kanak dan Pendidikan Luar Biasa)*
REB	Rwanda Education Board
RR	Resource Room
SD	Primary school *(Sekolah Dasar)*
SDG	Sustainable Development Goals
SMA	Senior secondary school *(Sekolah Menengah Atas)*
SMK	Vocational school *(Sekolah Menengah Kejuruan)*
SMP	Junior secondary school *(Sekolah Menengah Pertama)*
SUSENAS	National Social-Economic Household Survey *(Survey Sosial Ekonomi Nasional)*
UDL	Universal Design for Learning
UNCRPD	The UN Convention on the Rights of Persons with Disabilities
UNESCO	United Nations Education, Scientific and Culture Organization
UNICEF	United Nations Children's Fund

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Acknowledgement

Executive Summary

The objective of this Policy Note (PN) is to review Indonesia's Inclusive Education (IE) policies and regulations, to assess service delivery, and to discuss potential gaps in policy implementation, with dedicated attention to ***children with disabilities.*** This PN responds to the urgent request of the Government of Indonesia (GoI) for an assessment of service delivery of IE focusing on children with disabilities, including actionable recommendations to support GoI in reaching its goal of strengthening the implementation of IE by 2024, as envisioned in the Master Plan on National Development of Inclusive Education 2020-2024 by the Ministry of Education, Culture, Research and Technology (MoECRT).

This study used focus group discussions (FGDs) to understand stakeholder perspectives in the delivery of IE, with special attention to teacher competency, facilities/school environment, administration/ governance and government programs related to IE. It also draws upon an extensive review of the regulatory framework and studies on current progress and challenges of IE implementation and includes a review of international literature to compare global and Indonesian practices.

This PN provides policy recommendations based on a review of policy frameworks and IE practices in Indonesia, international good practices, and beneficiary and stakeholder feedback obtained through a series of FGDs with MoECRT, provincial and city/district education offices, school principals and teachers from inclusive and special schools, school committees, parents and students with and without disabilities. While the assessment focuses on the supply-side, demand-side issues, including household and community engagement, are also covered as part of the broader understanding of IE.

It is noted also that the COVID-19 pandemic is assumed to have exacerbated learning inequalities, especially for learners with disabilities who may face the additional barrier of inaccessible learning content, and recommendations related to this are included.

GoI has set a clear legal framework for IE, however, plans and resources are not in place to implement it. A regulatory framework is necessary to assure the rights of all children to access education, however implementation of this is not currently sufficient to bring children with disabilities to schools and provide quality learning for them. The Indonesian education system is still at an early stage in the development and delivery of robust IE programs.

Almost 30 percent of children with disabilities do not have access to education. Among those who have access to education, the proportion of girls with disabilities is lower than that of boys, accounting for 39 percent of all children with disabilities enrolled in school. The negative correlation between disability and attendance in Indonesia is one of the highest among low- and middle-income countries.[1] Having a disability reduces school attendance by 61 percent for boys and 59 percent for girls.[2] Average years of schooling among children with disabilities is only 4.7 years, while the national average is 8.8 years.[3] The primary education completion rate is 54 percent for children with disabilities, compared to 95 percent for children without disabilities.[4] This gap is larger in secondary education, suggesting children with disabilities face more barriers as they continue education.[5]

This Policy Note finds that while Indonesia has made commendable progress on establishing a solid policy framework for IE, implementation of the policies remains a significant challenge due to a range of issues. IE has not yet been fully mainstreamed into the education system due to misaligned responsibility for delivery, budgeting

issues, and limited administrative capacity to implement the policies. There is a great need for additional teacher and staff training, improved administrative capacity, increased budgets and better data on children with disabilities. Improved cross sectoral coordination is also critical to address these issues.

Implementation gaps arise partly from the division of labor, whereby the central ministry sets the policy and regulations, while implementation is the responsibility of local governments. Local governments are responsible for developing regional regulations, designating inclusive schools, organizing training for teachers in inclusive schools and adjusting infrastructure and financing IE programs. The *MoEC Regulation (Permendiknas) No. 70/2009* stipulates that each sub-district must provide at least one inclusive school and one teacher, along with necessary equipment and tools to accommodate children with disabilities. *Law No.8 in 2016* on disability also details the obligations of the national and local governments to assure the right of children with disabilities through quality education and reasonable accommodation.

Limited oversight further contributes to the gap between policy and implementation. Although *Permendiknas No. 70/2009* mandates each sub-district/ city to provide at least one inclusive school, there is no legal obligation or target for the implementation of inclusive schools in rural areas. As a result, inclusive schools tend to be concentrated in those local governments which have relatively strong implementation capacity and funding – mostly in Java island. In many local governments, there is no guarantee that districts have even one inclusive school at primary and secondary levels. As discussed in the subsequent sections, this also affects teaching and learning quality. Teacher development, curriculum and pedagogy are not yet developed to comply with IE policies. The existing curricula do not

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[1] Mizunoya, Mitra, and Yamasaki (2018)

[2] Ibid.

[3] UNICEF (2020b).

[4] UNICEF and MoEC SDG Monitoring Report 2019, as cited in Afkar, Yarrow, Surbakti, and Cooper (2020).

[5] Ibid.

adequately accommodate different needs of children with disabilities. Moreover, lack of understanding of what is expected of them and low self-confidence of teachers has led to their unwillingness to teach in inclusive classrooms.

It is recommended that the MoECRT and the Ministry of Religious Affairs (MoRA) develop an IE strategy and implementation plan. To feed into the strategic plan, this policy note provides policy recommendations in the following three strategic areas: (1) access and equity of IE, (2) quality of teaching and learning, and (3) improved governance and service delivery. See summary table below.

This PN contributes to the Master Plan of Inclusive Education by providing specific recommendations that elaborate how to deal with multiple challenges in each strategic area. Note: Short-term actions are intended for the next 3-5 years and long-term actions are for the next 5-10 years.

OVERALL STRATEGIC PLANNING

Findings	Recommendations
• Indonesia has established a solid policy framework on IE but implementation of the policies remains a challenge.	• [Short-term] Develop an IE strategy and implementation plan which covers the three strategic areas below.

① Access and Equity of IE

Findings	Recommendations
Schools and facilities • The number of inclusive schools is insufficient overall and is highly unequal across different local governments despite the regulations that require at least one inclusive school for each level in each jurisdiction. • Many inclusive schools do not have facilities to support the implementation of IE.	• [Short-term] Promote equitable access to inclusive schools at every level of education in every sub-district/city, to ensure each child can fulfil the right to education in accordance with Permendiknas No. 70/2009 • [Short-term] Enhance quality of each inclusive school. It is important to ensure each inclusive school has trained teachers and staff, accessible school infrastructure and adequate resources to provide reasonable accommodation for children with disabilities, in accordance with Regulation No.13 of 2020.
Equipment and operating standards • Inclusive schools do not all have adequate equipment and materials to accommodate children with disabilities, and the monitoring system for them is unclear. • National guidelines on reasonable accommodation for children with disabilities at inclusive schools and an evaluation system are insufficient, leaving many inclusive schools unsupervised.	• [Short-term] Develop minimum standards for inclusive schools, including trained teachers and principals, and capacity to identify and make reasonable accommodation for children with disabilities. • [Long-term] Develop a data system for mapping inclusive schools which meet the minimum standards would help to plan future interventions.

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Findings	Recommendations
Disability identification • Proper identification of children with disabilities seldom occurs, especially in public inclusive schools, and continuous teacher support is required to enable teachers to put their knowledge into practice. • The identification mechanism requires support from special schools and various related professionals, and it is not functioning in many areas due to limited collaboration.	• [Short-term] Strengthen the identification of children with disabilities and community engagement to support it. • [Short-term] Train teachers and school principals to organize and conduct identification, which is fundamental to providing reasonable accommodation for children with disabilities. • [Short-term] Introduce a standard tool for the assessment of disability. The *Profil Belajar Siswa* (PBS) or Student Learning Profile, a standardized screening tool for assessment of disability, has been developed and piloted for further rollout. • [Short-term] Develop a collaborative mechanism among schools, clinics, and local governments to provide comprehensive support to children with disabilities. A referral system following screening will be important for children with disabilities. • [Short-term] Explore innovative approaches to identification, such as the use of technology.

② Quality of Teaching and Learning

Findings	Recommendations
Teachers • Lack of training for teachers in inclusive schools – both in terms of the quantity and quality - is a major challenge. • Quality of training also matters, as many teachers in inclusive schools are not confident about teaching children with disabilities even after training. • Principals also have unmet training needs and are often not able to facilitate collaboration between inclusive and special schools. • Lack of a standardized teacher training system combined with weak capacity of local governments has led to insufficient training opportunities for inclusive teachers.	• [Long-term] Compulsory pre-service training on IE for all teachers will enhance the number and quality of trained teachers in schools. • [Short-term] National standards for teacher competency on IE and standardized incentives for inclusive teachers are required to make an IE system more sustainable. [*Good practice - Vietnam:* an IE competency framework is used in pre-service training and in-service evaluation of professional practice of IE teachers.] • [Short-term] Strengthen links between in-service teacher training and school-level teacher support, through mentoring, co-teaching, and peer-to-peer networks, harnessing technology • [Long-term] Peer support (student-to-student) can enhance academic and social outcomes.

Findings	Recommendations
Assessments • Regarding assessment of student learning, teachers in inclusive schools face continued difficulties due to insufficient teacher support, lack of an adequate assessment system for IE, and lack of a useful guide for inclusive assessments in schools. • Weak or absent school-level assessment mechanisms for children with disabilities impedes teachers from supporting the learning of children with disabilities, and a lack of user-friendly guidelines inhibits them from implementing assessments.	• [Short-term] Promote the development of an inclusive assessment mechanism, including strengthening the linkage between initial identification of children with disabilities and formative (on-going) assessment.
Assistive technologies and demand-side issues • Lack of appropriate support such as learning materials to meet the learning needs of children with disabilities at schools • Bullying, discriminatory attitudes and lack of parental knowledge at school and at home. • Cost and school accessibility are concerns of parents of children with disabilities. • The COVID-19 pandemic has highlighted additional issues for children with disabilities, including the difficulty of online learning at home during school closures combined with decreased education and health support.	• [Short-term] Introduce assistive technologies to schools to help teachers and children with learning disabilities (i.e., specific groups of children with disabilities) for learning support and assessments. • [Short-term] Following home-based learning in the time of COVID-19 requires different attention for children with disabilities. [*Good practice - Rwanda:* introducing inclusive TV and radio programs using the principles of Universal Design for Learning.]

③ Governance and Service Delivery

Findings	Recommendations
Budgeting for IE • A funding system for IE has not been established at the national level, and coordination between different directorates is lacking. • The absence of a sustainable funding system for IE from MoECRT is likely a disincentive for local governments and schools to implement IE. School principals are not aware of how they can implement and fund IE. Schools are expected to develop IE programs proactively, but there is not a clear budget allocation system tied to children with disabilities or IE.	• [Short-term] Ensure allocation of adequate budgets and clarify financial responsibility. • [Short-term] Introduce per capita funding, such as additional allocations through the School Operational Assistance Fund (BOS: Bantuan Operasional Sekolah) or other resources, for children with disabilities. [*Good practice - USA:* disability identification is linked to adequate funding allocations for each child with a disability.]

Findings	Recommendations
Capacity Building for Local Government and School Leadership • Many local governments do not have local regulations to implement IE although they are required to under current national regulatory frameworks. • Limited accessibility and quality of inclusive schools is partly attributed to ambiguity of roles between provincial and city/district governments. • Reliable data on persons with disability is lacking, as is data on educational outcomes and student experiences.	• [Short-term] Create and strengthen a unit responsible for management, coordination, disability identification and verification, and budget allocation of IE in each local education office to enhance accountability and coordination. • [Short-term] Develop clear guidelines and provide training for local governments to support inclusive planning, budgeting, and implementation at provincial and district education offices. Capacity building of local governments is indispensable to enact the Law No.8 of 2016 for persons with disabilities and the Regulation No.13 of 2020. • [Short-term] All school principals need to receive awareness training on IE. • [Short-term] Strengthen monitoring and evaluation as well as basic data collection at the national, provincial, district and school levels.
Coordination and Partnerships • Weak coordination across the different directorates of MoECRT and lack of accountability results in suboptimal implementation of IE. • Multi-sectoral coordination needs to be developed, especially between education, health and social service sectors.	• [Short-term] Strengthen coordination across (i) different directorates within MoECRT and (ii) different levels of administration, led by the Directorate of PMPK. • [Short-term] Develop collaboration between MoECRT, MoRA, MoSA, MoH, MoHA, KemenkoPMK, Organizations of Persons with Disabilities (OPDs), NGOs and development partners. • [Long-term] Foster school-to-school partnerships to improve the quality of IE. [*Good practice - UK:* exchange knowledge and experience among IE teachers and principals to resolve IE issues.] • [Long-term] Strengthen coordination and communications with communities. • [Short-term] Establish and strengthen Disability Service Units (DSUs) in each district education office, as a key unit to promote stakeholder engagement. [*Good practice – Indonesia, Solo city:* DSUs play an important role in strengthening coordination for successful implementation of IE].

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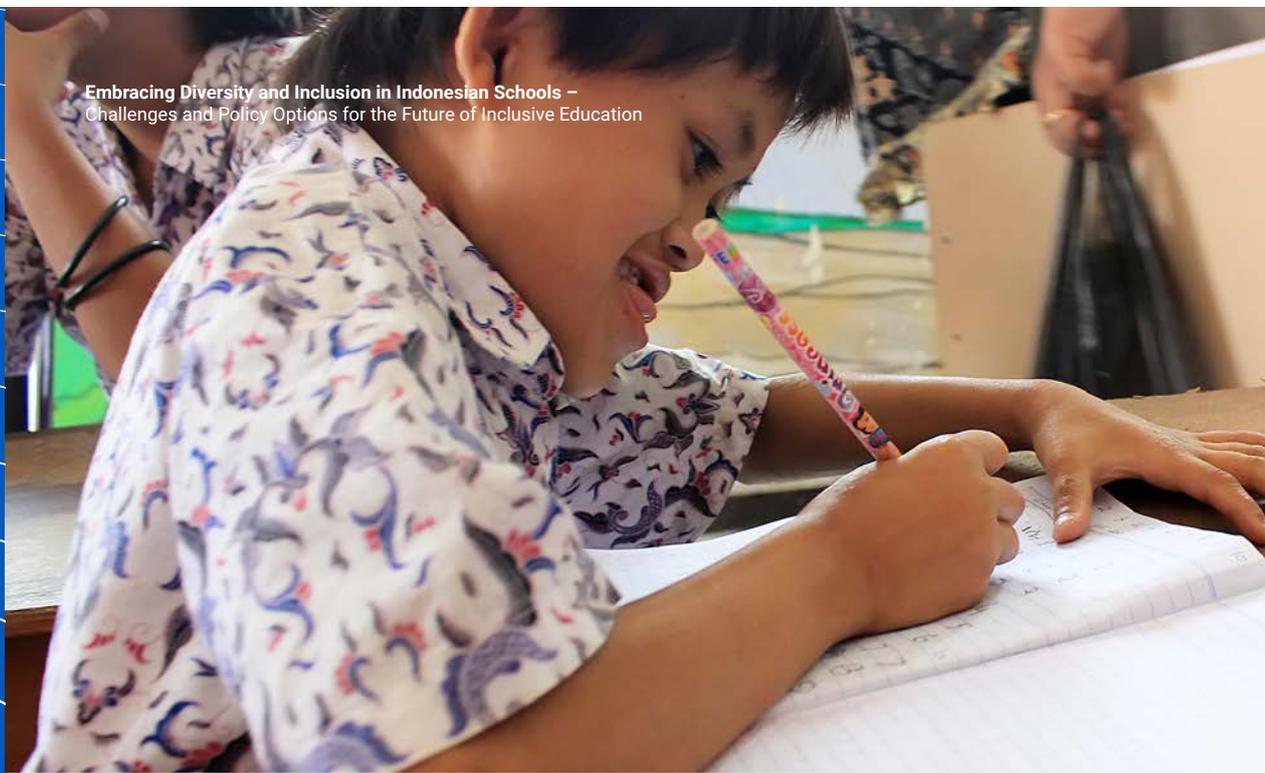
1. Introduction

nclusive Education (IE) plays an important role in addressing the issue of participation of all learners, with a focus on those who may be at risk of exclusion.[6] The rights of children with disabilities to access inclusive education are defined by the United Nation's Convention on the Rights of Persons with Disabilities (UNCRPD),[7] and supported by target 4.5 of the United Nation's Sustainable Development Goals (SDGs). International frameworks for IE recommend that schools should accommodate all children, including children with disabilities and disadvantages, and the transformation of the education system to meet the needs of all students.[8,9] However, there are gaps between the rhetoric and practice of IE, especially in developing countries where resources are relatively limited.

Over the last two decades, Indonesia has been developing regulatory frameworks for IE and ratified the UNCRPD in 2011, with its primary focus on children with disabilities. However, children with disabilities in Indonesia continue to face multiple barriers to education. Almost 30 percent of children with disabilities do not have access to education,[10] and 11.6 percent of districts (60 out of 514 districts) do not have special schools able to support nearby inclusive schools.[11] Even if children with disabilities have access to school, they attend for an average of only 4.7 years.[12] As such, implementation of inclusive education has been a major challenge, meanwhile there has been little detailed investigation into the service delivery of IE.

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[6] Ainscow (2005, p. 119)

[7] United Nations (2006)

[8] UNESCO (1994)

[9] UNESCO (2020)

[10] UNICEF (2020a) https://www.unicef.org/indonesia/documents/children-disabilites-and-education

[11] Directorate of PMPK, MoECRT (2021)

[12] UNICEF (2020b)
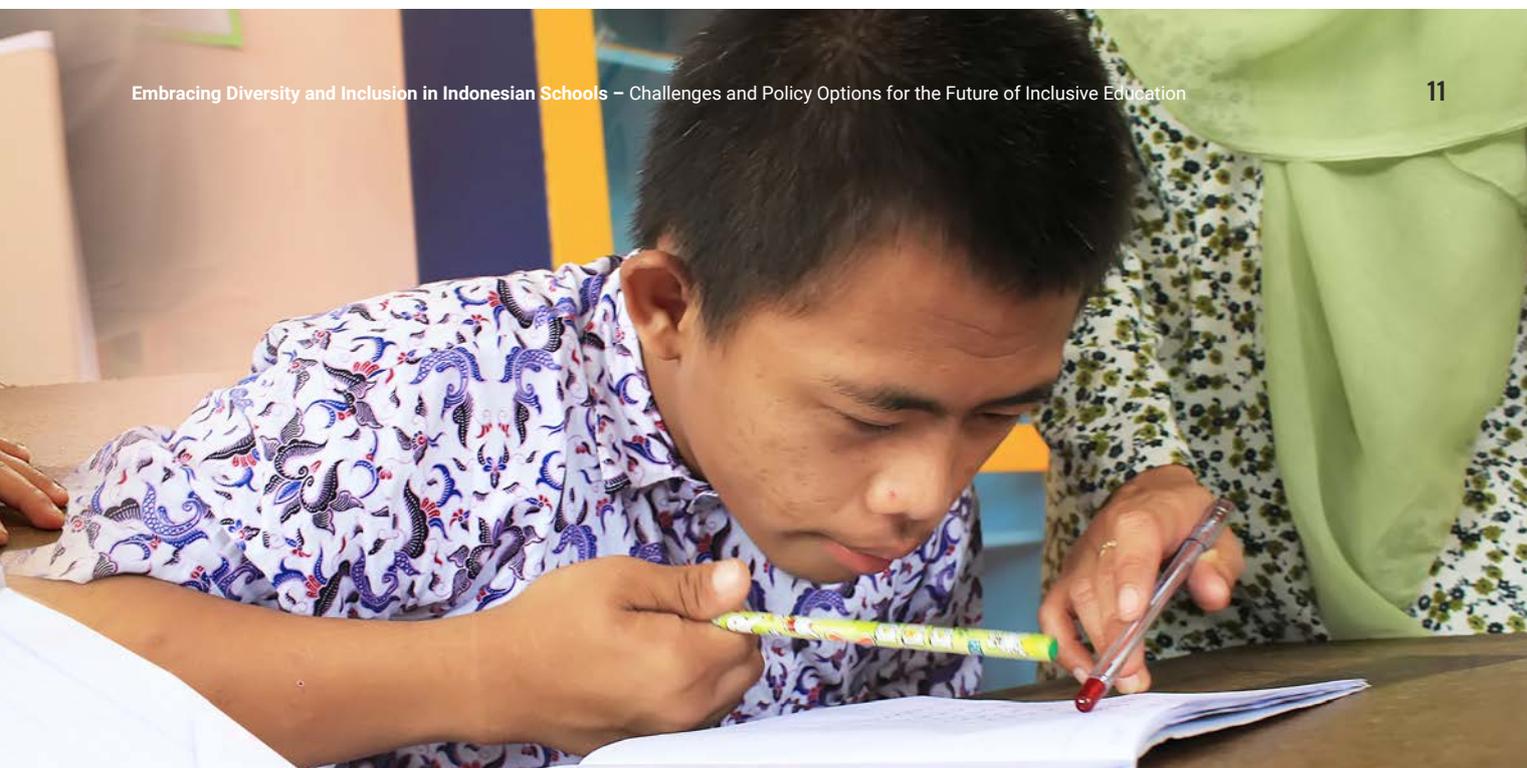
The objective of this Policy Note (PN) is to review Indonesia's IE policies and regulations, to assess service delivery, and to discuss potential gaps in policy implementation, with dedicated attention to children with disabilities. While the term, *Inclusive Education*, generally has a broad definition (see Box 1), this PN focuses in particular on disability issues, because children with disabilities remain one of the most disadvantaged social groups in Indonesia, and they are not given sufficient attention in terms of policy implementation. This PN also contributes to the urgent request of the Government of Indonesia (GoI) for an assessment of service delivery of IE focusing on children with disabilities, including actionable recommendations. It is noted also that the COVID-19 pandemic is assumed to have exacerbated learning inequalities, especially for learners with disabilities who may face the additional barrier of inaccessible learning content.[13]

Additional analysis and recommendations related to this will be of specific relevance at this time.

This PN particularly focuses on three strategic areas: (1) access and equity of IE, (2) quality of teaching and learning, and (3) improved governance and service delivery. This PN provides policy recommendations based on a review of policy frameworks and IE practices in Indonesia, international good practices, and beneficiary and stakeholder feedback obtained through a series of focus group discussions (FGDs) with national, provincial and city/district governments, school principals, teachers, school committees, parents and students with disabilities.[14] While the assessment focuses on the supply-side, demand-side issues, including household and community engagement, are also covered as part of the broader understanding of IE.

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[13] World Bank (2020b)

[14] The three focus group discussions with key stakeholders of IE were held online in March 2020 led by MoECRT and the World Bank. In total 73 participants joined, including national and district/city government officers, school principals and teachers from inclusive and special schools, school committees, students with and without disabilities, parents of students with and without disabilities.

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2. Overview of Inclusive Education in Indonesia

2.1 Policy and Regulatory framework

The Government of Indonesia (GoI), under the leadership of Ministry of Education, Culture, Research and Technology (MoECRT), has set a clear legal framework for Inclusive Education. The *National Education Ministerial Regulation No. 70 2009 (Permendiknas)* regulates implementation of IE, including definitions of IE, objectives, types of children with disabilities, and the role of central and local governments. The *Republic of Indonesia Act No. 23/2014* mandates provincial and city/district governments to establish local regulations on IE, and the *Law No. 8 of 2016 on Persons with Disabilities* defines types and rights to education for persons with disabilities and obliges local governments to establish a Disability Service Unit (DSU)[15] to support the implementation of IE in the primary and secondary levels. The *Government Regulation No.13 of 2020 on Reasonable Accommodation* stipulates the right of persons with disabilities for reasonable accommodation to meet their needs.

However, in practice, implementation of IE falls short of requirements. Article 1 of the *Permendiknas* defines IE as *the implementation of education that provides opportunities for all students who have disabilities and have the potential for intelligence and/or special talents to take part in education or learning in an educational environment together with students in general.* Article 3 defines disability as: *blind, deaf, unable to speak, intellectual disabilities, physical disabilities, emotional disorders, learning difficulties, slow learning, autism, reduced mobility, victims of drug abuse, other disabilities and multiple disabilities*. The legal

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[15] Disability Service Units (DSUs) are institutions providing services for persons with disabilities, including to: a) improve competency of teachers in schools to support students with disabilities, b) provide support for students with disabilities in schools, c) develop IE programs, d) provide learning materials and assistive devices, e) conduct early identification, f) provide data on disabilities, g) provide consulting services, and h) develop cooperation with other institutions to improve the quality of education for children with disabilities. *Article 42, Law No. 8 of 2016 on Persons with Disabilities.*

framework exists but it is perceived as insufficient.[16] In practice, when a school accommodates just one child with a disability, it tends to be perceived as an inclusive school. This narrow interpretation does not guarantee trained teachers or facilities to meet the different needs of children with disabilities.[17]

Implementation gaps arise partly from the division of labor, whereby the central ministry sets the policy and regulations, while implementation is the responsibility of local governments. The policies mentioned above state that local governments are responsible for making regional regulations, designating inclusive schools, organizing training for teachers in inclusive schools, adjusting infrastructure and financing IE programs. *Permendiknas No. 70 2009* stipulates that each sub-district must provide at least one inclusive school and one teacher along with necessary equipment and tools to accommodate children with disabilities.

Limited oversight further contributes to the gap between policy and implementation. Although *Permendiknas No. 70 2009* mandates each sub-district to develop at least one inclusive school, there is no legal obligation or target for the implementation of inclusive schools in rural areas.[18] As a result, inclusive schools tend to be concentrated in local governments with relatively strong implementation capacity and funding – mostly in Java. In many local governments, there is no guarantee that districts have even one inclusive school at primary and secondary levels.[19] As discussed in subsequent sections, this also affects teaching and learning quality. Teacher development, curriculum and pedagogy are not yet developed to comply with IE policies. The existing curricula do not adequately accommodate the different needs of children with disabilities.[20] Moreover, lack of understanding of what is expected of them and self-confidence of teachers related to inclusive approaches has led to their unwillingness to teach in inclusive classrooms.

Box 1:
Concepts of inclusive education and inclusive schools - International perspectives

The precise definition of IE varies by country, but an internationally agreed element is that IE is not merely about the placement of students with disabilities in mainstream classrooms, but also about all students being involved socially and academically.[21] Placement is the means for ensuring that people with disabilities are involved academically and socially (e.g., through peer engagement). In the same vein, participation of children with disabilities becomes the basis of achieving inclusion for all. The concept of the inclusive school necessitates the development of a child-centered pedagogy which can successfully educate all children including children with disabilities and disadvantages.[22] Thus, trained teachers and supportive environments are essential to make schools truly inclusive. Currently, Indonesia's implementation of IE mainly focuses on the placement and inclusion of people with disabilities, and the regulations aim to ensure that all children with disabilities can learn with learners without disabilities. However, the limited quantity and quality of inclusive schools and teachers remains a major challenge.

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[16] Amka (2017)

[17] Based on findings of Focus Group Discussions conducted by MoECRT and World Bank in March 2021.

[18] Hasugian, Gaurifa, Warella, Kelelufna, and Waas (2019)

[19] Efendi (2018)

[20] Amka (2017)

[21] Göransson and Nilholm (2014)

[22] UNESCO (1994); UNESCO (2020)

2.2 Current situation related to IE

IE in Indonesia has developed during the past decade and the number of inclusive schools and enrolled children with disabilities has increased. Indonesia takes a twin track approach to IE, which refers to combined provision of (i) inclusive schools, which accommodate children with disabilities in general schools, and (ii) special schools for children with disabilities. The number of children with disabilities enrolled in inclusive schools increased from 62,960 in 2015 to 99,467 in 2020, while the number of children with disabilities in special schools rose gradually from 114,085 to 139,014 in the same period.[23] The number of inclusive schools has grown from 3,610 in 2015 to 28,778 in 2020, and fluctuations are often related to changing funding policies from the central government (Figure 1). Indonesian data on children with disabilities enrolled in inclusive schools includes children with learning disabilities (39.7 percent), children who are blind (9.6 percent), with attention deficit hyperactivity disorder (4.6 percent), with mild / moderate cognitive disabilities (4.5 and 4.3 percent respectively), with multiple disabilities (4.1 percent), autism (3.6 percent), speech impairment (2.7 percent), deafness (2.3 percent), with mild /

moderate physical disabilities (1.9 and 1.7 percent respectively) amongst others.[24]

However, there are still many children with disabilities who lack access to school, and even if they come to school, their educational attainment tends to be lower than other children. Almost 30 percent of children with disabilities do not have access to education. Among those who have access to education, the proportion of girls with disabilities is lower than that of boys, accounting for 39 percent of all children with disabilities enrolled in school. The negative correlation between disability and attendance in Indonesia is one of the highest among low- and middle-income countries, and having a disability reduces school attendance by 61 percent for boys and 59 percent for girls.[25] Average years of schooling among children with disabilities is only 4.7 years, while the national average is 8.8 years.[26] The primary education completion rate is 54 percent for children with disabilities, compared to 95 percent for children without disabilities.[27] This gap is larger in secondary education, suggesting children with disabilities face more barriers as they continue education.

"Almost 30 percent of children with disabilities do not have access to education."

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[23] Dapodik, Ministry of Education, Culture, Research and Technology (2021)

[24] Dapodik, Ministry of Education and Culture (2019)

[25] Mizunoya et al. (2018)

[26] UNICEF (2020b)

[27] UNICEF and MoEC SDG Monitoring Report 2019, as cited in Afkar et al. (2020)

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Figure 1: Key Statistics related to IE in Indonesia

Panel 1: The number of inclusive schools has increased over time
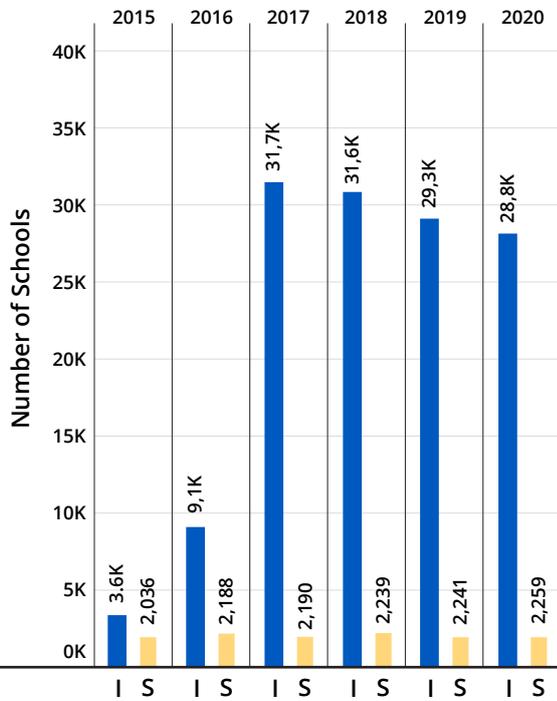
Panel 2: A large share of inclusive schools are public schools, but rates of growth were the same for both public and private inclusive schools
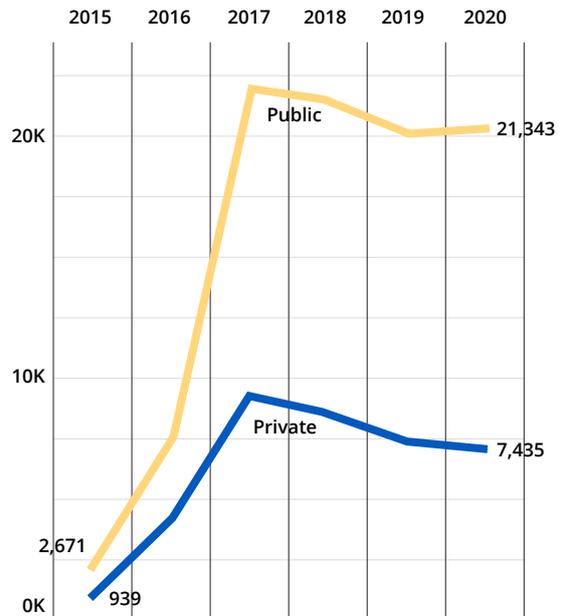
Panel 3: Yet, most children with disabilities are enrolled in special schools
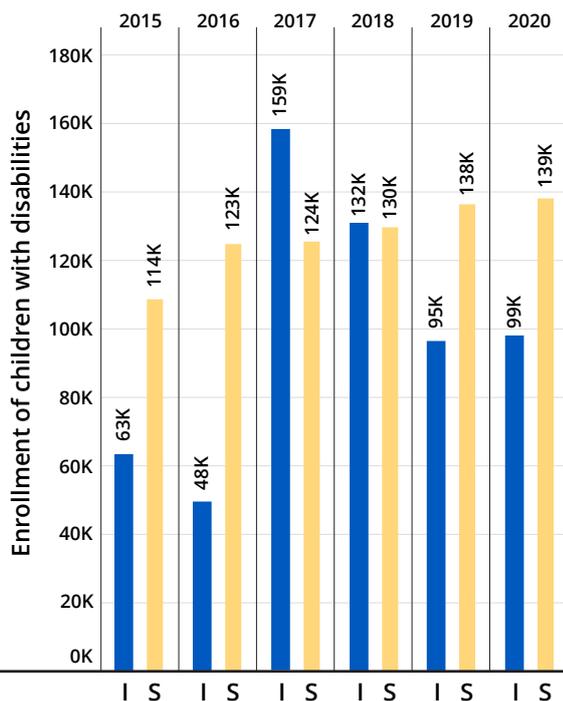
Panel 4: The proportion of girls with disabilities is lower, however data quality is questionable

Panel 5: Despite the increases in numbers, the proportion of inclusive schools remains small across all levels of education

2015   **2020**

% of inclusive schools at each education level

25 —
20 —
15 —
10 —
5 —
0 —

2015: % Prim 1,6; % Sec 2,8; % HS 2,7; % Voc 12,4
2020: % Prim 11,8; % Sec 17,7; % HS 14,8; % Voc 24,2

Panel 6: Enrollment of children with disabilities decreases with every level of education

2015   **2020**

Enrollment of children with disabilities

80K —
70K —
60K —
50K —
40K —
30K —
20K —
10K —
0 —

2015: Prim 39,069; Sec 15,835; HS 4,450; Voc 3,606
2020: Prim 63,086; Sec 23,874; HS 6,614; Voc 5,173

Source: MoECRT, 2021

Note: I – Inclusive Schools; S – Special Schools

Box 2:
Inclusive Education under the Ministry of Religious Affairs (MoRA)

In Indonesia, while MoECRT manages the national education system, MoRA is responsible for religious schools, and has conducted IE interventions. Under MoRA, there are 77 Inclusive Madrasah (IM) with 964 children with disabilities.[28] However, IMs are only located in a quarter of the 34 provinces and in only four percent of 514 districts. 88 percent of IMs are private.[29] In addition, only 22 of the total 77 IM had been approved by the Directorate General (DG) of Islamic Education by 2016. There are 300 teachers in IMs, and some of them have been trained by various actors including development partners such as UNICEF, Helen Keller International, and the INOVASI program by the Australian Department of Foreign Affairs and Trade (DFAT).[30] MoRA also provided training for IM principals from 2017 to 2019,[31] and provided funds to train inclusive teachers in West Java and South Sulawesi in 2021.[32] Nonetheless, teacher training and facilities are still insufficient to support children with disabilities in IMs. During 2021 and 2024, MoRA is planning to develop a Road Map for IE (2020-2024), to establish peer working groups of inclusive teachers and peer groups of inclusive Madrasah Principals, and to ensure all IM are recognized by the Directorate General of Islamic Education.[33]

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[28] Education Management Information System (EMIS) 2021

[29] EMIS 2021

[30] SIMPATIKA (MoRA's Information System for Educators and Education Personnel); Directorate of GTK-MoRA (Directorate of Teacher and Educational Personnel) and Forum Pendidik Madrasah Inklusi (FPMI). The FPMI is an Inclusive Madrasah Educator Forum, which consists of all teachers in Madrasah who received training on IE.

[31] Directorate of GTK-MoRA and FPMI

[32] MoRA, 2021

[33] Directorate of GTK-MoRA and FPMI

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3.

Challenges for Inclusive Education in Indonesia

3.1 IE service provision – infrastructure and learning materials

Infrastructure and Facilities

The number of inclusive schools is insufficient overall and is highly unequal across different local governments despite the regulations that require at least one inclusive school for each level in each jurisdiction.[34] Nationwide, only 11.0 percent of general schools, from primary to secondary education, are recognized as inclusive schools, but among primary schools, the percentage is merely 9.5 percent.[35] There are many children with disabilities who have not been able to enroll in primary school near their residence,[36] and this issue has been raised by parents participating in the FGDs.[37] While the national average statistics mask the real distribution, the inequality in availability of inclusive schools across districts and cities is significant. For example, the percentage of inclusive schools among all general schools is as high as 28.9 percent in Jakarta province, about 18 percentage points higher than the national average.[38] Gaps in implementation of IE by province are often attributed to the absence of local regulation for IE, resources, and commitment of local governments.

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[34] National Education Ministerial Regulation No. 70 2009, MoEC

[35] MoECRT, 2021

[36] Amka (2017)

[37] Based on findings of Focus Group Discussions conducted by MoECRT and World Bank in March 2021.

[38] MoECRT, 2021

Many inclusive schools do not have facilities to support the implementation of IE. Data from the Directorate of Primary School (SD) shows that many inclusive schools do not have adequate facilities. Based on regulations such as the *Permendikbud Number 5 of 2021* on operational instructions for regular physical specific allocation funds, inclusive schools are recommended to have resource rooms (RR). RRs are used to provide support for children with disabilities and assist their development and learning achievement. The total number of inclusive primary schools with RRs increased from 320 in 2019 to 611 in 2021.[39] However, this applies to just 4.3 percent of total inclusive primary schools, and 0.4 percent of total primary schools. Anecdotal evidence reported through FGDs revealed that even if there are RRs in the inclusive schools, the room may not be accessible to students with physical disabilities if it is located on the second floor. In addition, there is a risk that RRs are used as special classes for children with disabilities who are regarded as 'troublesome' in general classrooms, unless teachers understand the effective use of RRs for inclusion with a clear guideline for schools to avoid segregation.

> "Nationwide, only 11.0 percent of general schools, from primary to secondary education, are recognized as inclusive schools."

11%

Equipment and materials

Inclusive schools do not all have adequate equipment and materials to accommodate children with disabilities, and the monitoring system for them is unclear. Inclusive schools are required to provide reasonable accommodation to support children with disabilities, such as a ramp for students who use a wheelchair, an accessible restroom, learning media and assistive technologies such as computers for students with learning disabilities. Each inclusive school needs to create School Work Plans and School Budget and Expenditure Plans, with proper monitoring and evaluation. However, national guidelines on reasonable accommodation for children with disabilities in inclusive schools and a monitoring system are insufficient, leaving many inclusive schools unsupervised. Lack of materials for children with disabilities demotivates teachers because they cannot fully use existing learning media.[40] In addition, research on the effective use of technology in learning for children with disabilities is scarce, and further research is required in the Indonesian context.
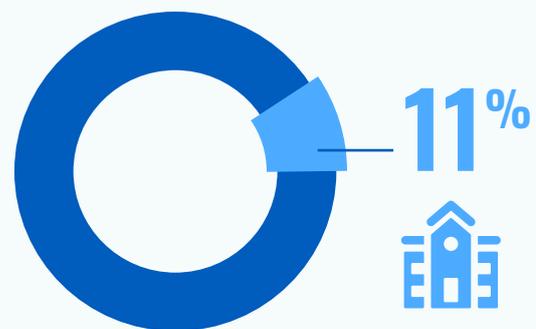
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[39] MoECRT 2021

[40] Sunardi, Yusuf, Gunarhadi, Priyono, and Yeager (2011)

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3.2 Issues of service provision - practice

3.2.1. Issues with disability identification

Proper identification of children with disabilities seldom occurs, especially in public inclusive schools. Identification is the critical first step towards providing education to children with disabilities. It is defined as a process to determine the types of special needs of students, and carried out by a teacher, psychologist or doctor using standard tools developed by the teacher or professionals.[41] However, not all teachers in inclusive schools have the capacity and resources to conduct identification regardless of the existence of children with disabilities in their classrooms.[42] Even if there are identification instruments, some teachers use them without any training or mentoring and have difficulty in understanding the meaning of the statements in the instrument.[43] The Directorate of Teachers and Education Personnel for Secondary Education and Special Education (Directorate GTK Dikmen Diksus) has been piloting an instrument for identification called the Student Learning Profile (PBS; Profil Belajar Siswa), with support from INOVASI. In 2020 and 2021, the Universitas Sebelas Maret Surakarta (UNS) has provided training using digital-based instruments to identify children with disabilities targeting teachers in inclusive and special schools. These new instruments have been disseminated, however awareness of the tools may be insufficient for teachers to properly understand how to apply them to children with diverse needs. Continuous teacher support is required to enable them to put their knowledge into practice.

The identification mechanism requires support from special schools and various related professionals, and it is not functioning in many areas due to limited collaboration. Doctors, psychologists and special education teachers are not always available to support general teachers due to the distance between schools and hospitals, budget limitations and absence of DSUs to provide schools with psychologists to identify children with disabilities at no or low cost. Additionally, there may be a lack of cooperation between inclusive and special schools. In particular, inclusive schools in rural areas are likely to lack access to special education resources and support due to the lack of special schools. *Permendiknas No. 70/2009* advocates the use of special schools as resource centers, to provide support for inclusive schools, such as sending special education teachers from special schools to inclusive schools to assist teachers. However, due to geographical inequality in the availability of such schools (i.e., almost 60 percent of special schools are concentrated in Java),[44] and 11.6 percent (60 districts) do not have special schools,[45] inclusive schools in these districts specifically are at higher risk of failing to evaluate children's needs, without strong coordination mechanisms. Hence, it is highly possible that the individual learning needs of children with disabilities go undetected by teachers in inclusive schools, especially in rural areas.

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[41] Directorate of PKLK, MoEC (2013)

[42] Based on findings of Focus Group Discussions conducted by MoECRT and World Bank in March 2021.

[43] Ibid.

[44] Ediyanto, Kawai, and Atika (2017)

[45] Directorate of PMPK, MoECRT (2021)

3.2.2. Issues with teacher training

12.6 %
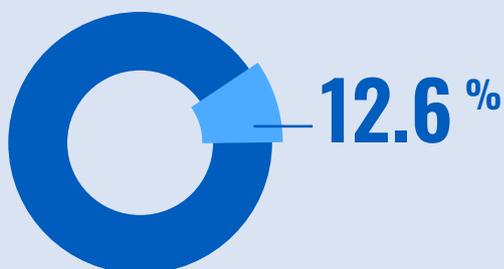
"**Only 12.6 percent of inclusive schools have teachers trained on IE.**"

Lack of training for teachers in inclusive schools – both in terms of the quantity and quality - is a major challenge. The Center for Empowerment and Training for Teachers and Education Personnel in Kindergarten and Special Needs Education (P4TK TKPLB)[46] is the national institution under MoECRT responsible for providing training in IE. The trainers are usually representatives of each province. Teachers trained in IE are called *Guru Pembimbing Khusus* (GPK) and are assigned to teach in public schools that serve children with disabilities. The total number of GPK is 3652,[47] which is far below the need to cover 28,778 inclusive schools. It suggests that only 12.6 percent of inclusive schools have teachers trained on IE. At present, there is no compulsory pre-service teacher training on IE for general teachers although in-service training is available on IE for selected teachers. In rural areas, many teachers in inclusive schools have never been trained in IE and have no skills or instruments to identify children with disabilities and their learning needs.[48]

Quality of training also matters, as many teachers in inclusive schools are not confident about teaching children with disabilities even after training. The trained GPKs regard the training they have had as insufficient in preparing them to face a complex classroom environment, where children without disabilities are mixed with children with disabilities and all children have different learning needs. Specifically, through the FGDs, participating teachers raised issues of: (a) complete absence of training opportunities, (b) lack of continued training and ongoing support, (c) insufficiency of skills acquired through training for managing a class where both children with and without disabilities are mixed in one classroom, especially when there are varying types of disabilities among the children with disabilities.

"We are facing difficulties in educating children with disabilities such as deaf children. As we don't have special education teachers, there will be obstacles.
I hope that we can train our teachers who work in general schools. There should be at least one inclusive teacher."

-School principal of inclusive primary school, Bireun

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[46] P4TK TKPLB: Pusat Pengembangan dan Pemberdayaan Pendidik dan Tenaga Kependidikan, Taman Kanak-Kanak dan Pendidikan Luar Biasa.

[47] GTK Dikmen Diksus, 2021

[48] Based on findings of Focus Group Discussions conducted by MoECRT and World Bank in March 2021.

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Principals also have unmet training needs. One of the main causes of poor implementation of identification and lack of support to teachers is the lack of training for school principals in inclusive schools. Training for school principals has been prioritized by the MoECRT, but not been realized. As such, in many cases, they are not able to facilitate collaboration between inclusive and special schools. Furthermore, absence of trained principals decreases the cost effectiveness of teacher training, because teachers cannot practice gained knowledge and skills in the classroom, without supportive school environments.

Lack of a standardized teacher training system combined with weak capacity of local governments has led to insufficient training opportunities for inclusive teachers. Given the fact that only a small proportion of teachers have received training in IE by the national institution P4TK TKPLB, training by other institutions has tended to fill the gap in some areas. In particular, local governments are expected to provide continuous teacher training in IE for teachers in their regions, based on *Permendiknas No. 70/2009*. However, not all local governments are able to provide training due to the lack of budget and capacity to invite professional trainers from P4TK TKPLB, universities or NGOs. Complicating matters further, universities, NGOs and other institutions provide training based on different standards, therefore the quality of training varies and financial incentives for inclusive teachers also vary across districts/cities.

"My child is hyperactive [diagnosed with ADHD], so the principal of primary school immediately told me that my child had to go to special school."

Parents of a child with a disability, Banten province

3.2.3. Teachers and teaching practices

Teachers in inclusive schools face continued difficulties due to: 1) insufficient teacher support, 2) lack of an adequate assessment system for IE, and 3) lack of a useful guide to implement inclusive assessments in schools. Even after in-service training, teachers in inclusive schools often have insufficient knowledge and skills to support children with disabilities, due to the lack of support. An empirical study of 165 teachers participating in an in-service training course on IE in Indonesia asserts that the main problem is that teachers still lack sufficient knowledge and techniques to enhance the development of children with disabilities, due to the lack of support at school.[49] For example, this particular study discovered that teachers perceive that the support received in inclusive schools in Indonesia is low, including support from peers, special education teachers, teaching assistants, school principals and parents.[50] It suggests that trained teachers often have to cope with daily challenges in classrooms without support or mentoring.

Weak or absent school-level assessment mechanisms for children with disabilities severely impedes teachers from supporting the learning of children with disabilities. Through the FGDs, three teachers and principals from inclusive schools indicated that there was 'No assessment mechanism for children with disabilities'. In two inclusive schools, children with disabilities are automatically allowed to move to the next class without adequate assessment, with one school refusing to provide a certificate for grade six which resulted in children with disabilities dropping out of school before joining secondary school. Another school made a child with a disability stay in grade one for years due to the lack of an assessment system. Schools without support systems for children with disabilities, however, sometimes accept children with disabilities due to the demand from their parents who want their children to have basic education along with their peers. Teachers also feel that they should accept these parents' requests because they do not want to discriminate against children with disabilities.[51] As the situation stands, monitoring of inclusive schooling is lacking and issues of children with disabilities dropping out and repeating years are overlooked and thus not resolved. In this way, requiring schools and teachers to accept children with disabilities does not benefit them and rather may negatively affect their learning, unless adequate teacher training and assessment systems are provided at school level.

"Monitoring of inclusive schooling is lacking and issues of children with disabilities dropping out and repeating years are overlooked and thus not resolved."

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[49] Kantavong, Sujarwanto, Rerkjaree, and Budiyanto (2017).

[50] Ibid.

[51] Based on findings of Focus Group Discussions conducted by MoECRT and World Bank in March 2021.

A lack of user-friendly guidelines inhibits teachers from being able to implement adequate assessments. Usage of the assessment instruments developed by MoECRT is often limited due to their length and complexity by teachers who would prefer access to simpler instruments.[52] Moreover, teachers in Indonesia tend to prioritize the competences and indicators defined in the national curriculum,[53] and this comes at the expense of supporting children with disabilities. Students who are not assessed properly for special needs are likely to have poor academic results due to the lack of appropriate teaching.[54] Practical guidance on inclusive assessment (e.g., individual education planning) requires inputs from teachers on how to adapt classrooms to provide inclusive education. More importantly, simply providing materials, such as guidance on assessment, is unlikely to lead to teachers changing their behaviors in school settings. A strategy is needed to motivate teachers to implement assessments for children with disabilities and teach in a more inclusive way. This might include peer support and mentoring for teachers in each inclusive school as they learn how to make assessments and develop approaches to inclusion in their classrooms.

"The problem is teachers. Teachers are not given training, but parents have registered their children with our school. We can't refuse them, because this would discriminate between children with and without disabilities. The problem is that you can't refuse."

Teacher in inclusive primary school, Bengkayang

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[52] Mujahid, Yamtinah, and Akhyar (2019)
[53] Ibid.
[54] Ibid.

3.3 Demand-side issues: communities and social perceptions

Bullying, discriminatory attitudes and lack of parental knowledge are issues that children with disabilities face at school and in the community. Bullying by classmates and peers are commonly reported after children with disabilities start school.[55] Children with disabilities often face discrimination when teachers do not give them a chance to participate in class activities or do not give them options like their peers.[56] In addition, resistance from parents of children without disabilities to accepting children with disabilities in general schools is commonly acknowledged as a barrier to creating an inclusive learning environment by school committees and parents of children with disabilities.[57]

Cost and accessibility are concerns of parents of children with disabilities. Adequate IE services, such as identification of special educational needs by professional medical practitioners and psychologists, are more likely to be available at private schools than in public schools, and parents often need to pay additional costs to receive special education services for their children with disabilities.[58] Some parents may not send their children with disabilities to school because they think their children will not benefit.[59]

The COVID-19 pandemic has highlighted additional issues for children with disabilities, including the difficulty of home-schooling during school closures combined with decreased education and health support.[60] According to an online survey on the impact of COVID-19 conducted by UNICEF and Wahana Inklusif Indonesia targeting 533 parents of children with disabilities[61], 73.5 percent reported that their children had difficulties in accessing online learning. Major challenges included difficulty in focusing (46.3 percent), budgets for internet data packages (38.6 percent), and access to internet (27.5 percent). In addition, the level of perceived support for learners with disabilities has decreased since the COVID-19 outbreak. This includes access to health and therapeutic services, support from special education and counseling guidance teachers, provision of individual learning programs, and infrastructure support. These findings suggest that the majority of children with disabilities have difficulty accessing online learning and their access to education and health services has reduced since the onset of COVID-19. In another online survey targeting principals of special schools on the implementation of the learning from home policy during COVID-19[62], many schools (65 percent) had not used online learning applications prior to COVID-19, but only 25 percent of school principals and teachers received training on application-based learning methods provided by the local education office. The survey suggests that it is critical to improve teachers' ICT skills so that they have strategies for engaging students and can provide sufficient learning and teaching materials for children with disabilities learning at home.

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[55] Based on findings of Focus Group Discussions conducted by MoECRT and World Bank in March 2021.

[56] Poernomo (2016)

[57] Based on findings of Focus Group Discussions conducted by MoECRT and World Bank in March 2021.

[58] Based on findings of Focus Group Discussions conducted by MoECRT and World Bank in March 2021.

[59] UNICEF (2020b)

[60] Based on findings of Focus Group Discussions conducted by MoECRT and World Bank in March 2021.

[61] Rohman and Sumarlis (2020)

[62] MoECRT 2020

3.4 Issues related to administration and governance

3.4.1. Budget allocation

A funding system for IE has not been established at the national level, and coordination between different directorates is lacking. Although IE is a crosscutting issue from early childhood to higher education, there is no law that mandates the seven technical directorates within MoECRT[63] to allocate funds to support activities related to IE. As a result, main budgets for IE are derived from only two directorates; the Directorate of Community Education and Special Education (PMPK) and the Directorate of Teachers and Education Personnel of Secondary Education and Special Education (GTK Dikmen Diksus).[64] Though the PMPK has supported inclusive schools, provision of funds has fluctuated over time and the number of targeted inclusive schools decreased from 1500 in 2018 to 500 in 2020. Based on the FGDs, some principals and teachers raised the concern that there was no specific funding yet to implement IE. The national monitoring system of budget allocation for IE is also underdeveloped. Informal discussions with senior education staff in MoECRT revealed that it is currently hard to calculate the percentage of the national education budget allocated to IE because activities are carried out independently by each directorate and funds are not always provided specifically for IE programs. Hence, a regular funding system for IE is lacking and many directorates in MoECRT arguably do not focus on IE programs yet.

The absence of a sustainable funding system for IE from the central ministry is likely a disincentive for local governments and schools to implement IE. PMPK has piloted teacher training programs for IE, but not all schools sustain IE programs once the pilot is over. Anecdotal evidence shows there is no specific budget allocation for teacher training for IE

purposes. Some local actors tend to perceive national IE programs as something that can run as long as the budget is allocated from the top, instead of using their existing local budgets. Thus, current funding practices appear to be insufficient to incentivize local actors. The government does not have a scheme for per capita funding for children with disabilities in inclusive schools. This means that inclusive schools need to use the school operational assistance fund (BOS) to support children with disabilities, however in practice, the needs of a handful of children with disabilities are often overlooked when it comes to using BOS funds.[65]

School principals are not aware of how they can implement and fund IE. Schools are expected to develop IE programs proactively, but there is not a clear budget allocation system tied to children with disabilities or IE programs. Education funds such as the BOS grants are managed by school principals at school level, and budget allocation for IE is arbitrarily decided by them. Schools therefore need to squeeze the money for IE programs out of the BOS or other general funds. However, since IE is a relatively new concept for many principals and it is not specifically listed in the BOS manual as a legitimate expense, allocations for IE will continue to be limited unless school principals understand the importance of IE for children with disabilities. Even if principals are aware of the need of additional funds for children with disabilities, their lack of knowledge on how to access and utilize BOS limits their capacity to develop IE programs. GTK Dikmen Diksus, the directorate within MoECRT in charge of training in IE, has no data regarding IE training for school principals, though it is essential to enable them to develop and fund inclusive programs at a school level.

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[63] Among all Directorates within MoECRT, key actors of IE implementation include 1) Directorate of Community Education and Special Education (PMPK), 2) Directorate of Teachers and Education Personnel of Secondary Education and Special Education (GTK Dikmen Diksus), 3) Directorate of Early Childhood Education (PAUD), 4) Directorate of Primary School (SD), 5) Directorate of Junior High School (SMP), 6) Directorate of High School (SMA), and 7) Directorate of Vocational High School (SMK).

[64] As for other directorates, lack of specific budget for IE is a common issue, and even if there is a fund for IE, the amount is limited. The PAUD provides only IDR 2 million for children with disabilities (targeting about 6000 children with disabilities in PAUD). Based on findings of Focus Group Discussions conducted by MoECRT and World Bank in March 2021.

[65] Regulation No.6/2021 on technical guidance on the management of regular BOS funds

3.4.2. Supervision and school support

Many local governments do not have local regulations to implement IE although they are required to under current national regulatory frameworks. Since 2009, 20.6 percent of cities and districts (106 out of 514) have been designated as inclusive cities/districts by the central government to proactively implement IE based on funds from MoECRT. However, in reality, even in these designated inclusive city/districts, implementation of IE is often perceived as voluntary rather than mandatory. It is possible that even these designated local governments have not implemented local regulations for IE. In fact, anecdotal evidence from teachers at inclusive schools in these areas revealed that no teacher training or facilities had been provided by local governments, resulting in children with disabilities dropping out or repeating grades.[66] Thus, local regulations are an insufficient framework for the management and monitoring of inclusive schools.

Limited accessibility and quality of inclusive schools is partly attributed to ambiguity of roles between provincial and city/district governments. The division of roles between provincial and city/district education offices is defined in the *Law of the Republic of Indonesia No. 23/2014* on Local Government. Provincial governments manage secondary education and special education, whereas city/district governments manage basic education, early childhood education and non-formal education. This system can blur the responsibility of district governments. Although the *Permendiknas No. 70/2009* assumes each city/district government coordinates with special schools, in practice, special schools are under the authority of provincial governments under *Law No.23/2014* so that issues related to children with disabilities are technically understood as a provincial responsibility. In addition, primary schools and special schools are managed by different local authorities, which may reduce collaboration between teachers and special education teachers to support children with disabilities in inclusive primary schools.[67] The lack of clear roles at a local level can directly affect access to inclusive school for children with disabilities. It is imperative that this issue be resolved if children with disabilities are to benefit from IE.

Reliable data on persons with disabilities is lacking. For effective implementation of IE, various data is required including (a) basic data such as access (e.g. enrollment rate of children with disabilities, out-of-school children with disabilities), outcomes (e.g. completion, dropout, repetition rate), disaggregated basic data (e.g. by gender, impairment, region), (b) student experiences (e.g. monitoring whether students feel safe), (c) school-level data (e.g. quality of facilities to accommodate children with disabilities), and (d) system-level data (e.g. number of teachers receiving in-service training by region, access to specialists who support teachers and children with disabilities, budget allocation). Currently, data on inclusive schools and children with disabilities enrolled in schools is available and collected mainly through Dapodik by MoECRT, the education management information system (EMIS) of the Ministry of Religious Affairs (MoRA), and SUSENAS. However, regarding basic data on access, different ministerial sources have varying data on persons with disabilities, and inter-ministerial coordination is needed to collect standardized data on children with disabilities as a basis for decision-making.

In addition, data on educational outcomes and student experiences is lacking, thus the causes of limited schooling of children with disabilities remain unrevealed. It suggests a need for not only censuses or surveys to monitor outcomes at population level, but also periodic monitoring at school level. Furthermore, longitudinal gender-

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[66] Based on findings of Focus Group Discussions conducted by MoECRT and World Bank in March 2021.
[67] World Bank (2019a)

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disaggregated data on children with disabilities in inclusive schools is lacking. More gender-responsive data needs to be integrated into IE framework to identify specific gender-related issues, given cultural norms which may discriminate against girls or indeed boys.[68] In addition, school and system level data is needed related to the accessibility of inclusive schools, such as the number of teachers receiving in-service training by region and access to specialists who support teachers in inclusive classrooms or who support children with disabilities. Data on the representation of teachers with disabilities would be useful to understand their potential roles in promoting inclusive school environments.[69]

3.4.3. Coordination

Weak coordination across the different directorates of MoECRT and lack of accountability results in suboptimal implementation of IE. There are units for Inclusive Education within PMPK and GTK Dikmen Diksus, but individual units are not given the necessary authority to coordinate different directorates to implement the IE policy effectively, and they are not given authority to coordinate with other ministries. Policies for IE are developed independently by different directorates within MoECRT, sometimes resulting in inconsistent support in the field, which results in schools receiving support facilities for IE without training for teachers or vice versa.[70] Moreover, the Directorates of SD, SMP, and SMA/SMK in particular offer limited IE programs and interventions. Given the fact that the completion rates for children with disabilities decrease at every education level, effective school transition is also a challenge. Stronger coordination between directorates is required to mitigate this.

Multi-sectoral coordination needs to be developed, especially between education, health and social service sectors. Currently, IE in Indonesia is mainly managed by MoECRT and MoRA. Coordination with the Ministry of Social Affairs (MoSA) and the Ministry of Health (MoH) is limited. For example, in Indonesia, only four percent of persons with disabilities have access to medical rehabilitation services.[71] MoSA has created a disability card for people with disabilities which provides easy access to services, under the *MoSA Regulation No 21/2017* Concerning Issuance of Persons with Disability Card as a response to the *Act No.8/2016* on Persons with Disabilities. However, dissemination is still limited and not all students with disabilities in schools possess disability cards. Thus, there is a need for coordination between MoECRT and MoSA, under the supervision of Coordinating Ministry for Human Development and Cultural Affairs (KemenkoPMK) which oversees MoECRT, MoRA and MoSA.

"Recently we have received special materials, tools and equipment to implement inclusive education. But we don't know how to use them, because there are no trained inclusive teachers yet."

-School principal of inclusive primary school, Bireun

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[68] Afkar et al. (2020)

[69] World Bank (2020a)

[70] Based on findings of Focus Group Discussions conducted by MoECRT and World Bank in March 2021.

[71] Cameron and Suarez (2017)

4.

International Good Practices and Models of IE

4.1 Models of IE policies and Funding Mechanisms

Indonesia's IE is considered to be at an early stage of development and can benefit from considering good examples from other countries. Different countries in the world adopt different models of IE and they are in various stages of IE development. Broadly, there are three types of IE approaches in the following typical sequence: *(1) two-track approach* (students with special education needs are usually placed in special schools); and *(2) multi-track approach* (a variety of services between the mainstream and special needs education systems); and *(3) one-track approach* (inclusion of almost all students within mainstream education).[72] As a global trend, more countries are shifting from the (1) two-track approach to (2) the multi-track approach, and then to (3) the one-track approach.[73] The IE model that GoI is pursuing can be considered as a multi-track model.

When applying a twin-track approach it is important to (a) mainstream children with disabilities and (b) provide specific support to children with disabilities. A twin-track approach includes (a) taking account of the needs and rights of people with disabilities within the mainstream of national and development policies and programs, and (b) supporting specific initiatives aimed at the empowerment of people with disabilities.[74] Mainstreaming is not about adding the words "*and persons with disabilities*" to policy documents. It is about "*integration of disability-sensitive measures into the design, implementation, monitoring and evaluation with proper budgets*" in all policies and programs.[76] Thus, the rights and inclusion of people with disabilities is achieved in all aspects of development including education, health, social services and employment. In this context, a twin-track approach to IE includes (i) integration of IE in education system (reducing exclusion) and (ii) specific initiatives to support special and diverse educational needs of children with disabilities (introduction of targeted programs).[77] To address

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[72] Meijer (2003).

[73] Brussino (2020); UNESCO (2020).

[74] DFID (2000)

[75] United Nations (2016, p.12)

[76] United Nations (2016, p.9)

[77] World Bank (2020a); UNESCO (2020)

exclusion, it is important to prepare disability-responsive budgets that account for the additional costs associated with adequate accommodation and support.[78] Moreover, it is crucial to ensure involvement of persons with disabilities at all levels including in national and local education plans to ensure that their needs are reflected.

Globally, three common funding schemes are used for IE policy implementation, including: (1) per-capita funding, (2) resource-based funding

(input-based), and (3) output-based funding. Effective implementation of IE policies requires both adequate funding as well as adequate allocation. These three types of funding schemes have advantages and disadvantages as well as differences in terms of how they can create built-in incentives, depending on the model of IE development in different countries.[79,80] The output-based funding can be a hindrance to inclusion without proper monitoring and evaluation systems.[81]

Table 1: Three government funding models

	Description	Advantage	Disadvantage	Countries
Per capita	The number of children identified as having special education needs	• Creates an incentive for having needs	• Higher cost due to the need to diagnose and identify each student • More labelling	US, Canada, Australia, New Zealand
Resource (input) based	Funding is based on services provided	• Encourages local actors to develop programs	• Need for evaluation or monitoring mechanism, to give incentive to create quality programs	Norway, Denmark, Finland, etc.
Output based	Funds tied to student outcomes	• Accountability for cost-effectiveness	• Possibility to result in a reluctance to include students with disabilities	Part of the US and UK systems

Source: Peters (2004); Prouty (2021)

For Indonesia, decentralization represents an additional dimension to consider in developing a workable funding scheme. In the decentralized system, the national government transfers budgets to local governments along with decision-making authority. As discussed in the previous section, Indonesia has designed a regulatory framework to

enable local governments to lead implementation of IE policies. However, the current issue is that they do not have adequate funding to do so. Shifting the responsibility to the local governments or schools does not automatically lead to effective and quality IE programs.

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[78] World Bank (2020a)
[79] Peters (2004)

[80] Meijer, C. J. W., & Watkins, A. (2019)
[81] Peters (2004)

Box 3:
An example of decentralized IE funding system – the United States

The US system of IE fund allocation for children with disabilities is linked to identification strategies conducted by schools to request funds. US federal regulations emphasize that all states have responsibility for establishing policies and procedures to identify all children with disabilities who need special education services, and schools are accountable for making sure they have access to the general classroom and a standard curriculum to the maximum extent possible, to achieve expected outcomes.[82] Identification strategies generally apply four steps. Firstly, after a student is referred for evaluation by the parents or school, professional multidisciplinary teams (MDT) from the local school district collect information and conduct a multidisciplinary evaluation to determine whether a student has a disability as set forth in federal regulations. MDT includes the student's parents, general and special education teachers, a representative of the school administration, medical practitioners according to the type of disability, and students themselves if possible.[83] Secondly, MDT determines appropriate placement and services, develop student annual goals, and records the student's choices in an Individualized Education Program (IEP). The IEP informs the instructional delivery and services needed to meet the student's goals in the general education curriculum. Thirdly, IEPs created by schools are then used by the federal and state education authorities and the local districts to determine the number of students who should receive special education support.[84] Funds are allocated to students with an IEP. Finally, the school implements the IEP in line with the requirements.[85] To ensure the effective use of funds, some state regulations require schools to evaluate implementation strategies and student progress after four to six weeks.[86]
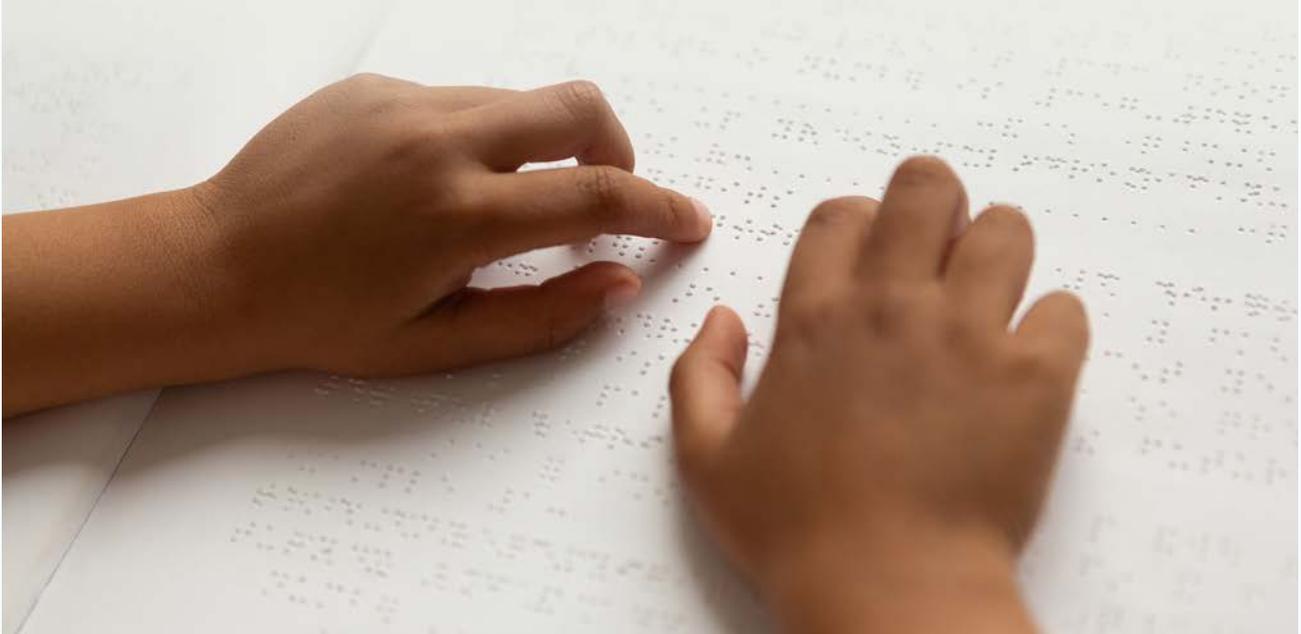
[82] The Individuals with Disabilities Education Act (IDEA) of 2004 and No Child Left Behind (NCLB) Act of 2001

[83] Salvia, Ysseldyke, and Bolt (2012)

[84] Hossain (2012)

[85] Ibid.

[86] Desforges and Lindsay (2010)

4.2 Designing Enhanced Networks and Coordination Mechanisms in the Multi-Track Approach

An effective multi-track approach requires school-to-school partnerships. A lesson can be drawn from the Greater Manchester Challenge[87], a British project which set out to tackle academic performance gaps between the rich and the poor between 2007 and 2011, since the poorest children often attended the lowest-performing schools. The collaboration project aimed at strengthening the role of local authorities and school principals through interventions including, a) keys to success and b) leadership strategies, outlined below.

The Keys to Success program aimed at enhancing inter-school partnerships and resulted in improved student performance in about 160 schools facing the biggest challenges. Based on the understanding that school-to-school partnerships (pairs or trios) can promote an exchange of expertise and improve student achievement, so the program carefully linked and matched schools in different local authorities, so that 'expertise that was previously trapped in particular contexts was made widely available.'[88] For example, a primary school which had developed expertise in teaching children to read, supported a secondary school in another local authority whose students could not access appropriate learning support. These schools developed a teaching strategy together to improve literacy including children with special educational

needs, leading to real impact using a multi-sensory approach at secondary school, and providing professional development opportunities for staff at primary school. In this way, schools could exchange expertise across student age groups and geographical areas. These arrangements brought positive impact on student learning in both partner schools, suggesting that successful schools should support other schools not only to help others but also to help themselves.

Creation of hub schools and teaching schools maximizes the effect of the network. The leadership strategy focused on school principals, and about 170 school principals were designated as system leaders who took initiatives to drive improvement across the city over the three years. As a key strategy, hub schools, that had provided specialized support for students with special needs, proactively shared good practices through workshops inviting teachers from across the city. Similarly, teaching schools were developed to provide teacher development programs, and over 1000 teachers attended from different cities. The modeling of good teaching practices, feedback and peer coaching had a positive impact on the quality of pedagogy in classrooms. Thus, principals enabled skilled professionals to use the expertise to support colleagues within and beyond schools.

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[87] Ainscow (2012)
[88] Ainscow (2012, p. 299).

4.3 Experiences from Other Countries related to IE during the COVID-19 pandemic

Vietnam is considered one of the most inclusive countries in the Asia-Pacific region with regard to the education of children with disabilities and offers good lessons about teacher development and quality standardization systems. Vietnam's strength in IE service delivery is built on compulsory preservice training and incentives for teachers, and development of standards of practice. In Vietnam, every prospective preschool teacher must complete a 45-hour course on IE principles and practices before they acquire teaching certification, and train-the-trainer for IE teachers is implemented in collaboration with university faculty members from all provinces. There are also postgraduate programs in inclusive and special education. Moreover, teachers receive 20 percent additional salary if they teach children with disabilities in their inclusive classrooms. Development of standards of practice contributes to assessing and enhancing attendance and quality of learning experience of children with disabilities. There are national standards for guiding and assessing the quality of IE for children with intellectual disabilities in preschool, primary and secondary schools, and a teacher competency framework of early intervention education for children with disabilities. More details are found in Annex 5.

There are important lessons to learn from other countries' IE initiatives during the COVID-19 pandemic. Children with disabilities require different types of support when remote learning is required and there are good international examples of using technology to overcome such issues. During the COVID-19 pandemic, remote learning options are often not tailored to blind and deaf students, and parents are not always capable of supporting their children to use Braille or sign language for home support.[89] While the experience and good practices from the year of COVID-19 pandemic is yet to be collected for global knowledge, there are some good anecdotal examples.

In Rwanda, inclusive remote learning was implemented using the principles of Universal Design for Learning (UDL). The Ministry of Education and the Rwanda Education Board (REB), supported by multiple partners, have delivered remote learning programs, focusing on radio and television lessons and prioritizing students with disabilities. Distinguishing features of the Rwandan experience include the use of sign language interpretation in lessons broadcast on TV and distribution of braille learning resources to blind children. All learning materials are shared with families through radio, TV, the REB's eLearning platform, YouTube and WhatsApp. The REB also disseminated guidance for parents on continued learning for children with disabilities. Then, the REB mobilized school principals and trained community volunteers to support families of children with disabilities to ensure that children with disabilities engaged in learning during school closures.[90]

However, it should be noted that access and uptake have been a key challenge even when remote learning programs are developed for children with disabilities.[91,92] Access and uptake of remote learning programs is susceptible to connectivity and access to technology at home. Thus, public policy needs to ensure the quantity and quality of learning materials at home as well as internet access, while also supporting parental buy-in to new education delivery models.

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[89] World Bank (2020b)
[90] Ibid. UDL respects differences of all learners and uses a multitude of methods in teaching.
[91] World Bank (2020d)
[92] World Bank (2020c)

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5. Recommendations

Gol has set a clear legal framework for IE, however, plans and resources are not in place to implement it. A regulatory framework is necessary to assure the rights of all children to access education, but it is not sufficient to bring children with disabilities to schools and provide quality learning for them. The Indonesian education system is still at an early stage in developing and delivering robust IE programs. In this context, **the first and most critical recommendation is to develop an IE strategy and implementation plan.**

This policy note therefore provides policy recommendations in the following three strategic areas: **(1) access and equity of IE, (2) quality of teaching and learning, and (3) improved governance and service delivery.** Each recommendation is indicated by either short-term actions for the next 3-5 years and long-term actions for the next 5-10 years.

5.1 Increasing the access and equity of IE

Promote equitable access to good-quality inclusive schools at every level of education in every sub-district/city [Short-term]. This to ensure each child can fulfil the right to education in accordance with the *Permendiknas No.70/2009.* It is important to ensure each inclusive school has trained teachers and staff and adequate resources to provide reasonable accommodation for children with disabilities, in accordance with *Regulation No.13 of 2020.*

Develop minimum standards for inclusive schools [Short-term], including trained teachers and principals, and capacity to identify and make reasonable accommodation for children with disabilities. Developing a data system for mapping inclusive schools which meet the minimum standards would help to plan future interventions. Moreover, periodic monitoring of schools should be conducted.

"Promote equitable access to good-quality inclusive schools at every level of education in every sub-district/city, to ensure each child can fulfil the right to education, in accordance with the Permendiknas No.70/2009."

Strengthen the identification of children with disabilities and community engagement to support it. To overcome one of the access issues at entry to school and provide adequate support, strengthening identification of disability is necessary. There are four sub-recommendations to strengthen identification:

1) **Train teachers and school leadership (principals) to organize and conduct identification *[Short-term]*.** Specific, user-friendly guidelines need to be developed to enable this at all levels of education. It is important to include monitoring and evaluation of these guidelines and involve teachers as key stakeholders in the process of improving the guidelines.

2) **Introduce a standard screening tool for the assessment of disability and a referral system *[Short-term]*.** Identification should be better organized and standardized across the country. Currently, INOVASI is supporting development of a **Profil Belajar Siswa (PBS)** as a standardized screening tool for assessment of disability.[93] The tool, is developed based on the Child Functioning Module (CFM), which was developed by the Washington Group/UNICEF. The CFM is an instrument for identifying children with disabilities in different domains such as vision, hearing, communication, behavior

and learning, mobility and emotions. This will enable better data collection and management. Following screening by teachers, an effective doctor and specialist referral system will be required, in order to better support children with disabilities.

3) **Develop the collaborative mechanism among schools, clinics, and administration to provide comprehensive support to children with disabilities *[Short-term]*.** Effective identification should be performed by a team of education experts including those from special schools, medical experts, and administrators of social assistance. The guidelines of identification should specify the skill sets required for identification and should support development of collaborative mechanisms for each inclusive school.

4) **Explore innovative approaches to identification, such as the use of technology *[Short-term]*.** To overcome the limitations associated with remoteness and lack of availability of experts, use of technology should be actively pursued. Moreover, online meetings to connect experts or development of assessment tools for non-expert usage could improve identification in remote inclusive schools.

"To overcome one of the access issues at entry to school and provide adequate support, strengthening identification of disability is necessary."

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[93] INOVASI (2019a);INOVASI (2019b); INOVASI (2020)

5.2 Enhancing the quality of teaching and learning in inclusive schools

Teachers

Compulsory pre-service training on IE for all teachers is recommended as a strategy to enhance the number and quality of trained teachers in schools *[Long-term]*. Initially, such training can focus on teachers' awareness raising to mitigate or reduce discriminatory attitudes and ignorance about children with disabilities. Practical training is suggested as part of pre-service training to give teachers opportunities to interact with children with disabilities and gain confidence in practical teaching situations.

National standards for teacher competency on IE and standardized incentives for inclusive teachers are required to make an IE system more sustainable *[Short-term]*. Setting national competency standards with standardized financial incentives, as seen in the Vietnamese case, would support systemic improvement of IE service delivery.

Strengthening the linkage between in-service teacher training and school-level teacher support, through mentoring, co-teaching, and peer-to-peer network harnessing technology *[Short-term]*. Mentoring programs should provide adequate feedback and reinforce supported practices.[94] Co-teaching should allow teachers and multi-professionals work together to promote inclusive pedagogical practice (see Annex 4 for an example). Members of co-teaching groups need to be given time to nurture shared goals for students with disabilities, planning and working together to reach them. Peer-to-Peer networks should be developed through innovative technology-based platforms to support a culture of peer mentoring and co-teaching. The introduction of app-based platform for teachers can facilitate peer-to-peer engagement across geographical areas, and this would foster a problem-solving culture among teacher networks.

Peer-support, that is, student-to-student support, should be developed as an important pedagogical approach for teachers to enhance students' academic and social outcomes *[Long-term]*. The role of teachers is to establish an inclusive culture for all the children in the classroom. Empirical evidence[95] shows that *peer support*, in which students without disabilities provide social and/or academic support to their classmates with disabilities,[96] often result in more engagement and more satisfaction for students with disabilities than support provided by adults.[97]

> "It is my hope that all teachers should receive training in inclusive education. Training should be given for all teachers, instead of being given for only some of them, thus providing an opportunity to directly understand what inclusion is."
>
> - School committee of inclusive junior high school, West Nusa Tenggara province

[94] Mieghem, Verschueren, Petry, and Struyf (2020)
[95] Lindsay (2007)
[96] Carter, Sisco, Melekoglu, and Kurkowski (2007)
[97] Copeland and Cosbey (2010)

Assessments

Promote an inclusive assessment mechanism, including strengthening the linkage between initial identification of children with disabilities and formative (on-going) assessments *[Short-term]*. International good practices suggest the importance of formative assessments for the quality enhancement of IE. Typically, formative assessments are linked with establishing individual learning plans that include individual target setting for learning, support to be provided, and regular time frames for review. Assessment covers educational experiences, such as learning, behavior, and social and peer relationships. Teachers are encouraged to work in teams to assess and share learning outcomes through recording and tracking progress.[98] It is also important to introduce appropriate adaptations for children with disabilities in the national competency-based learning assessments. Developing a national level inclusive summative assessment for children with disabilities can be explored in the long term.

"Strengthen the linkage between in-service teacher training and school-level teacher support, through mentoring, co-teaching, and peer-to-peer network harnessing technology."

Assistive technologies

Introduce assistive technologies to schools to help teachers and children with learning disabilities (i.e., specific groups of children with disabilities) for their learning support and assessments *[Short-term]*. Assistive technologies (AT) for children with learning difficulties include, *inter alia*: individual attention (for children with ADHD [Attention Deficit Hyperactivity Disorder]), spell-checker (dyslexia), speech recognition technology (dyslexia), electronic visual scheduling systems. AT is to be introduced alongside clear guidance on how AT can be used to enhance learning opportunities for children with disabilities.

Support to children with disabilities following home-learning in the time of COVID-19 requires specific attention *[Short-term]*. Evaluating access to remote learning programs for children with disabilities is important to ensure their continued learning. Adopting inclusive TV and radio programs (as seen in the Rwandan example) is one approach. Using flexible and hybrid approaches (combinations of face-to-face and online learning) may be also necessary for continued learning of children with disabilities in the time of COVID-19.

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[98] Watkins (2007)

5.3 Improving the governance and the ecosystem of service delivery

Budgeting for IE

Ensure allocation of adequate budgets and clarify financial responsibility *[Short-term]*. Funding responsibilities and formulae need to be clear and different levels of administration need to be accountable for the implementation of IE.

Introduce per capita funding, such as additional allocations through the BOS program or other resources, for children with disabilities *[Short-term]*. Based on an international review of different funding models, the per-capita funding model is recommended for the current Indonesian context, as it necessitates data collection of children with disabilities and it is compatible with the government's efforts at improving teachers' skills to identify children with disabilities. It can be relatively easily integrated into the BOS (school grant) scheme described in *MoECRT regulation No.6/2021* on technical guidance for managing regular BOS funds, by including IE related activities in the list of regular BOS usage and showing the percentage of BOS grants that can be allocated for IE. On the other hand, other funding options, the resource-based or output-based funding models require much stronger monitoring and accountability mechanisms. The resource-based model carries a risk of inactivity or use of funds for non-IE purposes. The output model is unrealistic due to weak teacher capacity for teaching children with disabilities. The per capita funding model needs to be enacted in a nondiscriminatory manner, to avoid the risk of exclusion of children with disabilities.

> "Funding responsibilities and formulae need to be clear and different levels of administration need to be accountable for the implementation of IE."

Capacity Building for Local Government and School Leadership

Create and support a unit responsible for management, coordination, disability identification and verification, and budget allocation of IE in each local education office to enhance accountability and coordination *[Short-term]*. Designating a dedicated unit or position with clear job descriptions in each local education office will increase accountability, monitoring, coordination, and budget allocations from local government revenue. Examples of good practices from Indonesia are found in municipalities such as Solo city[99], where accountability is clear and stakeholder coordination is strong.

Develop clear guidelines and provide training for local governments to support inclusive planning,

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[99] Based on findings of Focus Group Discussion conducted by MoECRT and World Bank in March 2021.

budgeting, and implementation in provincial and district education offices *[Short-term]*. Capacity building of local governments is indispensable to enact *Law No.8 in 2016 on the rights of persons with disabilities* and *Regulation No.13 in 2020 on reasonable accommodation.* In a long term, all local governments should develop and implement local regulations on IE, in collaboration with cross-sectoral stakeholders.

All school principals need to receive training on IE *[Short-term]*. School principals need to know the technical substance of inclusive education and what services different special needs would require. They also need administrative knowledge on how to access BOS and obtain necessary funding for IE. Training curriculum should include key topics such as:

- *Teacher support:* Leadership skills to develop 'learning organizations' where people continuously learn to expand their capacity through teamwork and reflective practice.

- *Administration and school-based management (SBM)*: School budget allocation for IE (e.g., how to access BOS to develop IE programs) and data collection of children with disabilities as teacher skills for identification develop. School principals need to understand how to register the data of children with disabilities gained through identification, update their profiles as well as the profiles of teachers profile who have and have not received training on IE.

- *Coordination to promote identification of children with disabilities:* How to coordinate between inclusive schools, special schools and the health sector.

- *Evaluation:* School self-evaluation using standard evaluation tools (see Annex 3) to review the inclusiveness of schools for IE, such as the Index of Inclusion.[100]

Strengthening of monitoring and evaluation as well as basic data collection is urgently required at the national, provincial, district and school levels *[Short-term]*. The current data system should be strengthened for IE, to obtain data on the number of children with disability by gender, types, their expected learning outcomes, the number of specialized or trained inclusive education teachers relevant for different types of disabilities, availability of different facilities in inclusive schools, budget for IE by different level of administration. Comprehensive data can promote more effective tracking of students' learning experiences, such as retention and transition of children with disabilities, analysis of issues by type of disability and special needs and availability of adequate services, analysis of the intersectionality of the factors related to exclusion such as disability, gender, and economic status. It is fundamental to monitor budgets and expenditure on IE, to understand how much different directorates within MoECRT, local governments, inclusive schools and other relevant stakeholders spend on what aspect of IE implementation.

"Within the MoECRT, coordination of teacher training, budgeting, and infrastructure development is necessary and this should happen across different directorates and across different levels of administration – including the central ministry, local governments at provincial and district level, and schools."

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[100] Booth and Ainscow (2002)

Coordination and Partnerships

Strengthen coordination across (i) different directorates within MoECRT and (ii) different levels of administration, led by the Directorate of PMPK *[Short-term]*. Within MoECRT, coordination of teacher training, budgeting, and infrastructure development is necessary and this should happen across different directorates and across different levels of administration – including the central ministry, local governments at provincial and district level, and schools. Clarify the responsibilities of each directorate in IE, including the Directorates of PAUD, SD, SMP, and SMA/SMK, and encourage each to create well-coordinated IE programs. Clear IE guidelines for provincial and district/city governments should be provided by the MoECRT. In addition, coordination between provincial and district/city governments should be strengthened.

Develop collaboration between MoECRT, MoRA, MoSA, MoH, MoHA, KemenkoPMK, Organizations of Persons with Disabilities (OPDs), Non-Governmental Organizations (NGOs) and development partners *[Short-term]*. The role of MoSA is critical for reaching out-of-school children with disabilities. The Ministry of Health (MoH) has an important role in supporting disability identification and learning of children with disabilities though medical experts' perspectives. In addition, the Ministry of Home Affairs (MoHA) can also promote effective allocation of local budgets for IE. Other relevant ministries such as the Ministry of Finance should also be involved. Where there are gaps in public funds or services, collaboration with OPDs, NGOs and Development Partners can be leveraged.

Foster school-to-school partnerships to improve the quality of IE in inclusive schools *[Long-term]*.[101]

Networks for inclusive and special school teachers to exchange knowledge and experience would be also helpful for solving issues and improving the quality of IE in inclusive schools.

Strengthen coordination and communications with communities and households for comprehensive support to children with disabilities *[Long-term]*. It is important for children with disabilities to have continuous and consistent learning experiences at school and at home. Parental education about the knowledge of specific disability and special needs is important for them to provide appropriate support at home. Communities are also important allies for effective IE for children with disabilities. Awareness raising to eliminate social discrimination is critical for bringing children with disabilities into school. School committees, NGOs, universities and OPDs can play important roles in continuous engagement of communities and households to support IE.

Establish and strengthen Disability Service Units (DSUs) in each district education office to promote stakeholder engagement *[Short-term]*. DSUs play an important role in strengthening coordination for successful implementation of IE, as seen in Solo city.[102] Ministerial regulations and guidelines should articulate the role of DSUs in promoting stakeholder involvement for IE to make it fully functional and beneficial for children with disabilities. DSUs should include cross-sectoral stakeholders covering education, health and social sectors and including district education officers, teachers from inclusive and special schools, psychologists, therapists, doctors, representatives of OPDs, and parents of children with disabilities.

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[101] Ainscow (2012)

[102] Based on findings of Focus Group Discussions conducted by MoECRT and World Bank in March 2021.

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Annex 2: Summary of Key Indonesian Policies Reviewed

- The 1945 Constitution of the Republic of Indonesia (Article 31).

- Act of the Republic of Indonesia No. 28 Year 2002 on Construction Building.

- Act of the Republic of Indonesia No. 20 Year 2003 on National Education System.

- 2004 Bandung Declaration (Indonesia: Towards Inclusive Education) held in Bandung from August 8-14, 2004.

- Bukittinggi Declaration (International) of 2005.

- MoEC Regulation No. 70 Year 2009 on Inclusive Education for Students with Special Needs and Potential Intelligence and Talents.

- Act No. 35 of 2014 on the amendment of law No. 23 of 2003 on Child Protection.

- Act of the Republic of Indonesia No. 23 Year 2014 concerning Local Government.

- Act No. 8 Year 2016 on Persons with Disabilities.

- Ministry of Education and Culture Regulation No 12 Year 2016 on National Education Standards.

- Regulation of the Ministry of Social Affairs of the Republic of Indonesia No. 21 of 2017 on Issuance of Person with Disabilities Card.

- The Master Plan on National Development of Inclusive Education 2020-2024.

- Government Regulation No 13 Year 2020 on Reasonable Accommodation.

- Regulation of the Minister of Education, Culture, Research and Technology No. 1 Year 2021 on Admission of New Students in Kindergarten, Elementary School, Junior High School, High School, and Vocational High Schools.

- Regulation No.6/2021 on Technical Guidance on the Management of Regular BOS Funds (School Operational Assistance/ Grant).

- Ministry of Education, Culture, Research and Technology No. 5 of 2021, Operational Instructions for Specific Physical Allocation Funds for Education for the 2021 Budget.

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Annex 3: Inclusive Education Guides and Evaluation Approaches

Guides/Tools	Focused Areas	Advantages/ Disadvantages
Open file[103] (UNESCO, 2001)	Managers and administrators	Largely based on literature from academics in the global north. Little input from people with disabilities
The UK Index for Inclusion[104] (Booth & Ainscow, 2002)	Schools and communities, development and evaluation of IE programs	Helps schools and communities to develop IE programs. Piloted in India, South Africa and Brazil. Does not directly address outcome indicators.[105]
Disability Rights in Education Model (DREM) (Peters et al., 2005)	Inclusion of students with disabilities at local/school, nation-state, and international levels.	Derived from the inputs of people with disabilities. Cross-cultural framework for evaluating IE programs. Piloted in Lesotho.
A guide for ensuring inclusion and equity in education[106] (UNESCO, 2017)	Inclusive values and leadership	Provides guidance on inclusion and equity policy analysis
School and Classroom Disabilities Inclusion Guide for Low- and Middle-Income Countries[107] (Bulat, Hayes, Macon, Ticha, & Abery, 2017)	Universal Design for Learning, Evaluation	Provides checklists covering: the modification of physical environment, classroom management strategies, social inclusion, instructional practice, use of assistive technologies, and school wide practices
TEACH[108] (World Bank, 2019b)	Free classroom observation tool	Helps identify teachers' professional development needs. The tool pays attention to diversity
COACH[109] (World Bank, 2021)	In-service training	Helps countries improve in-service teacher development, based on four principles including tailored, practical, focused and ongoing. The tool pays attention to diversity.
Inclusive Education Resource Guide[110] (World Bank, 2020a)	Project preparation, design, results framework, project management and risk mitigation	Helps countries make education projects inclusive, from the project preparation and design stages

[103] *https://www.eenet.org.uk/resources/docs/132164e.pdf*

[104] https://www.eenet.org.uk/resources/docs/Index%20English.pdf

[105] Peters (2004); Peters, Johnstone, and Ferguson (2005)

[106] https://inclusiveeducation.ca/wp-content/uploads/sites/3/2013/07/UNESCO-InclusionEducation.pdf

[107] https://www.rti.org/rti-press-publication/school-classroom-inclusion/fulltext.pdf

[108] https://www.worldbank.org/en/topic/education/brief/teach-helping-countries-track-and-improve-teaching-quality#ref1

[109] https://www.worldbank.org/en/topic/teachers/brief/coach-helping-countries-accelerate-learning-by-improving-in-service-teacher-professional-development

[110] http://documents1.worldbank.org/curated/en/798681600707797522/pdf/Inclusive-Education-Resource-Guide-Ensuring-Inclusion-and-Equity-in-Education.pdf

Annex 4: International Good Practices – UK

There are two types of inclusive pedagogical practices as described below.

Table 3: Two approaches to inclusive practice

	Additional needs approach	**Inclusive pedagogical approach**
Focus	• Focus on *students identified as needing additional support* • Make different provision for students with special educational needs	• Focus on *everyone* in the classroom • Extend what is ordinarily available to all children in the class
Example	• In England, school inspectors examine the extent to which teaching is differentiated by a student's ability level	• Work choice
Strengths	• Attend to individual differences	• Avoid stigma of marking some learners as different
Weaknesses	• Students with special needs can be marginalized within the class • Negative effects on teacher expectation, student self-perception	• Teachers are better to co-plan and reflect with their colleagues • Teachers are required to continuously modify their teaching approaches

Source: Florian and Black-Hawkins (2011)

Box 4:

Case study: Work choice – Inclusive pedagogical approach in Scotland, UK

Work choice is an inclusive pedagogical strategy used in a primary school in Scotland. It means that classroom teachers collaborate with their colleagues on how to differentiate learning tasks for students with special needs, while avoiding the stigma of marking them as different in the class. In work choice, all children are given opportunities to choose what, how, where, when and with whom they learn. Teachers need to trust children to make good decisions about their learning through the choice of tasks that are available to all, without stigmatization through teacher-determined differentiation.[111]

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[111] Florian and Black-Hawkins (2011)

Annex 5: International Good Practices – Vietnam

Vietnam is considered one of the most inclusive countries in the Asia-Pacific region with regard to the education of children with disabilities and offers good lessons about teacher development and a quality standardization system.[112] The Vietnam national survey on people with disabilities in 2018 found that 94.2 percent of students with a disability were educated in general education classes, and only 0.5 percent were educated in special classrooms, and only one percent learned in special schools.[113] The national education law in 2019 also identified IE as the preferred mode of education for children with disabilities. Key interventions in Vietnam include a) compulsory preservice training and incentives for teachers, and b) development of standards of practice. The Ministry of Education and Training (MOET) focused on promoting IE starting in 2000 and directed all 63 provincial education offices to develop plans for achieving the national inclusion goals. To support the implementation of the provincial plans, MOET has provided training workshops for teachers, school principals and university leaders since 2000.[114]

The quality of compulsory pre-service training in IE and incentives for teachers are the foundations for a sustainable IE mechanism. In Vietnam, every prospective preschool teacher must complete a 45-hour course on IE principles and practices before they acquire teaching certification, and many programs preparing primary and secondary teachers have adopted the course in their curriculum. To enhance the quality of pre-service training in IE, the train-the-trainer model was implemented in collaboration with university faculties from all provinces, improving knowledge, skills and dispositions of teacher trainers (Table 4).[115]

Moreover, teachers receive 20 percent additional salary if they teach children with disabilities in their inclusive classrooms.[116] To provide teachers with additional instruction and to extend their career paths in various educational institutions, MOET decided to initiate a master's and a doctoral program in inclusive special education. The Hanoi National University of Education opened the first Vietnamese master's and doctoral degree programs in IE and as of 2019, 142 candidates had already completed a part of the master's program.[117]

Development of standards of practice contributes to assessing and enhancing attendance and quality of learning experiences of children with disabilities. MOET, in collaboration with a university, developed national standards for guiding and assessing the quality of IE for children with intellectual disabilities in preschool, primary and secondary schools. Several schools have used the standards to assess and improve the quality of inclusive pedagogy, and as a result, attendance and involvement of students especially children with intellectual disabilities have increased.[118] Moreover in 2012, a teacher competency framework was developed for early intervention education for children with disabilities for universities and colleges to follow in preparing prospective teachers.[119] The framework includes four standards and 18 criteria (Figure 2). The framework has been applied in the evaluation of the professional practice of IE teachers. An empirical study using the framework for the evaluation of practice of 2,138 IE teachers of children with intellectual disabilities found positive results in the acquisition of skills of setting goals of education and making activities of education and care for children.[120]

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[112] Vietnam General Statistics Office (2018), as cited in Hai, Villa, Tac, Thousand, and Muc (2020)

[113] Hai, Villa, et al. (2020)

[114] Hai, Villa, et al. (2020)

[115] Forlin and Nguyet (2010)

[116] Hai, Villa, et al. (2020)

[117] Hai, Villa, et al. (2020)

[118] Hai, Villa, et al. (2020)

[119] Hai, Hang, Hang, and Thao (2020)

[120] Nguyen and Eda (2013)

Figure 2: Teacher competence framework on early intervention for children with disabilities

PROFESSIONAL KNOWLEDGE	• Background knowledge: Psychology of child development • Specialized knowledge • Supportive knowlege
PROFESSIONAL PRACTICE	• Skills in diagnosis and assessment • Skills in making objectives of early intervention for children with disabillity • Skills in making plan of early intervention • Skills in early intervention • Skills in using equipment in early intervention • Skills in evaluating child development
PROFESSIONAL VALUES	• Belief that children with disabilities can develop • Children with disabilities have rights to be supported in their development • Children with disabilities have their own values • Commitment to the job • Professional morality related to the job
PROFESSIONAL RELATIONSHIP	• Relationship with children with disabilities • Relationship with families of children with disabilities • Relationship with colleagues • Relationship with communities

Source: Hai, Hang, et al. (2020)

Quality of teacher trainers matters when building teacher skills. The train-the-teacher model contributed to tackling issues including the lack of knowledge, skills and dispositions of teacher trainers.

Table 4: Train the teacher model in Vietnam

Target	• All teacher trainers at universities and training college in Vietnam. (47 trainers from 10 institutions, who have in average 2.2 years of experience in training institutions) • The majority of them (about 90 percent) did not understand the concept of IE and believed that assessment of children's needs was not a teacher's role.
Course objective	• To enhance trainers' skills and pedagogy to infuse the core curriculum framework on IE into the pre-service training program
Content	• A five-day intensive 40-hour course (various pedagogies were employed)
Outcome	• Enhanced knowledge, skills and attitude and willingness of the participants to train teachers on IE. The course enabled trainers to deeply reflect about their beliefs through in-depth dialogue about the concept of IE, curriculum and practices.

Source: Forlin and Nguyet (2010)