

## DEVELOPING INDONESIAN INCLUSIVE EDUCATIONAL MODEL

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### ABSTRACT

*It seems that Indonesian Educational system needs more attention. Beside the educator competencies problems, the burden problems of educational opportunity for all are spreading through the archipelago. Additionally, the opportunity for them who have disabilities. Their existences are discriminated, isolated labeled as otherness by the society. Lately in the beginning of 1990s as human rights value appeared to the shore the practice eroded gradually. In 2003, Indonesian government take a big leap on this issue indicated by the issuances of Inclusive School Policy which then implemented effectively in 2004. Undeniably, the loop followed by profound consequences. The newly implemented concept can't be practised efficiently due to school's nursing deficiency towards child with disabilities. Teacher as the vanguard on this issue are confronted with unusual problem, that even they ever had before. Involving the difficulty to identify the child with disabilities; the difficulty to design the convenient curriculum; and the difficulty to maintain a good learning environment. Combining historical analysis, secondary data collection and qualitative approach, this study attempted to describe, determine and propose the ideal practice of inclusive education for Indonesian children.*

Keyword: Education, People/ Child with disabilities, Inclusive School, and Implementation

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### INTRODUCTION

#### Background

Indonesian educational issues apparently need more attention than before. The variety of occurred phenomenon such illiteracy, school dropout, delinquency, homeless and tramp yet exemplify the educational access severity in this country. Moreover, if we take a closer look at the marginal group (People with disability), educational access may not be accessible at all.

Basically, every child has its own uniqueness. They have their own way of thinking, background, and the way to learn. However, our educational system clearly doesn't give any chance to this situation. School as the forefront of educational institution can't accommodate various child condition at once. The disabled group are banished from the regular system, discriminated and detached to special environment designed exclusively for them.

Indeed, at the beginning of 1990s the practice has been eroded by the sound of Human Right movement. Since then, the marginalized group earn a little support to improve their life condition. The special institution expanded, the policy issued are aimed to support and assist their dialy needs. However, the Human Right movement at this phase create an extensively huge impact. After a prolonged discriminative period, since the 18<sup>th</sup> century, this group enact a new condition, where they are recognized and will be included in the societal system fore the first time. Shortly speaking, they were accepted as a "human being" ignoring their physical or their mental uniqueness, or more known as the concept of inclusion.

Educational system as the leading part of human development take the most prominent attention. On this inclusion scenario school prescribed to accommodate the various pupils background. They are enforced to be more sensitive and create a non-discrimination environment amongst the pupil regarding their ability, background, mental or physical disabilities, social group or economic background etc. The inclusion of marginalized group to the regular system hopefully will embrace their intellectual development. Apparently, this shift, was not the impact of human right movement alone, the vast study on disability and regular education also taking part to spur the realization of inclusion concept (Trampler, 2012) (Wieman, 2001).

In Indonesia, inclusive education was initiated in 2003, based on the Direction Letter of the Directorate General of Primary and Secondary Education No 380/C.66/MN/2003, dated 20 January 2003, about Special Education in Regular Schools. This Direction Letter stated that every district must operate at least four inclusive schools, one primary, secondary, general high and vocational higher type. As indicated by the rapid development of inclusive schools, this initiate had a number of unexpected positive impacts. By 2008, there were 925 inclusive schools in Indonesia consisting of 790 schools admitting disabled students and 135 schools with accelerated programs for the gifted from the kindergarten to higher school levels. The inclusive policy then received strong legal support by the Decree of the Minister of Education No 70-2009 concerning inclusive Education for Students with Disabilities and with Special Talents. It stated that every district must operate at least one inclusive high school and every sub district must operate at least one primary and one secondary inclusive school.

To support the implementation of this policy, each inclusive school was provided with a block grant of up to 50 million rupiahs. The fund could be spent for a variety of activities, including teacher training, workshops, or purchase of instructional and administrative materials. The government also published A Guideline for the Implementation of Inclusive Schools. There are six aspects described in the guidelines: school management (changes in the structure of school organization), students (admission/identification/assessment processes), curriculum (adaptation and modification), instruction (adaptation and modification), and evaluation (adaptation and modification) (Sunardi, Yusuf, Gunarhadi, Priyono, & Yeager, 2011)

However, when compared to the total number child with disability, the number of educational institutions that provide space for inclusive education has been inadequate. Based on data from the Central Statistics Agency (BPS), the number of child with

disability in Indonesia reached 1.6 million children. Only about 18 percent or the total children who received inclusive education; 115 thousand children attended in special schools, and 299 thousand attended at regular classes; Inclusive School. In other words, there are still 1.1 million children untouched by the education (Kemendikbud, 2017).

Apart from the infrastructure issue, teacher's competences in providing excellent educational services are also the other main concern of inclusive school implementation. There was a clear evidence that Indonesian teachers, in regular schools, are blind to custodial practice dealing on child with disabilities. The inclusive vigour itself, of course, wouldn't be enough to answer the challenge problems they haven't ever met before. The difficulties of child identification process, custodial practice on child with disability which they never have before, appropriate curriculum design, the establishment of system and environmental conducive, etc. would culminated to the quality of the alumni then.

An analytical review on this issue would significantly help the implementation process as the challenge arises threatening the objectives. The difficulties listed above are closely related with the unclear acknowledgment of the very meaning of the concept itself, *inclusion*. The misinterpretation of a specific object, undoubtedly, will leave only a wrong practice and action taken in the future. Moreover, this brand-new idea just adopted by the government in 2003, which in the history of its development Indonesia has never been perceived as a leading role model on the field.

Due to this inadequacy of knowledge possessed by the implementator, the most important step needs to address is to define what is the core value of the concept. This examination then would also define what is the ideal condition, the strategy and what needs, and what is the unnecessarily to be done to achieve the objective defined by the concept effectively. Focus on the above aim, this study will be divided in two sub section. The first examination will begin with the historical-analysis of the concept. To clearly define what is the motives and background of the concept. The following section will then be used to describe what is the most effective strategy to implement the idea of the concept. its, of course will always related to the research and implementation practice that have been done before.

### Research Question

The above explanation has stated that the main objective of this study is to examine the very definition of inclusion/ inclusive school concept. Therefore, there will be some question to help us specify the corridor and guide our explanation in the next section.

1. How inclusive concept/inclusive education system arises?
2. How inclusive education ideally implemented?
3. What is the most effective strategy to accommodate the condition shift? From isolation to inclusion of child/people with disability?

### Research objectives

Beside the stated above objective, this study will either be examined to:

1. Address the ideal strategy to effectively implement the core idea of the concept.
2. As an additional reference and guideline development purpose to help every part of the society related to the inclusive education implementation process.

### METHODOLOGY

This is a descriptive research, due to its characteristic the research conducted will always aimed to draw a clear and detailed description of every aspect lies behind the phenomenon. Undoubtedly this kind of examination would suffice to peel up a clear picture and reveal the burden aspect, yet understandable before, of the issue.

Based on the research characteristic, the aim addressed, and the question specified before, Historical-analysis method, bundled with literature review and qualitative approach will give us more advantages than the other method. This bundle believed will give us a wider and more comprehensive understanding about the phenomenon thematized.

### ANALYSIS

#### A Long Journey Towards Inclusive School

Education has taken place in most communities since earliest times as each generation has sought to pass on cultural and social values, traditions, morality, religion, knowledge and skills to the next generation. Perhaps, the Greeks were the first, who inspired the way the education is seen today. From its origins Greek education was democratized in the 5th century B.C., influenced by the Sophists, Plato and Isocrates. Till the Hellenistic period, knowledge acquisition was considered as a prerequisite for the participation in the Greek culture (Gvelesiani, 2013).

After the 5th century B.C. advanced academic schooling began to rise competing the military training that were exist before. This advancement, eventually had created a value that radiate in almost every cultural value in our society till today. Teaching academic subjects or acquire a high level of education was highly valued within the Athenian society. Athenians believed, that accomplishments in academics helped an individual to find an appropriate place in the society. Education was a key component of a person's identity. It stipulated an individual's reputation and guaranteed his/her worthy life. Education is regarded as a key component of a person's identity and guarantees his/her worthy life not only within the boundaries of the native country, but beyond these borders as well (Gvelesiani, 2013).

Nevertheless, the appraisal of education as the needs of everyone which should be protected and guaranteed barely recognized by our society not more than a hundred years ago (U.N, United Nation Official Website : Document Section, 2017). In another

word, it needs more than a millennium to capture the importance of education for the individual development as a human. Just after the League of Nations adopted the Universal Declaration of Human Rights in 1945. Especially in the Article 26 of the Declaration that proclaims the right of every citizen to an appropriate education regardless of gender, race, colour and religion. This right is also enshrined in the constitutions of all independent nations (U.N, 2017).

The question raised is then: To what extent are national governments guaranteeing the right of 'every' citizen to an 'appropriate' education as we approach the new millennium? What measures are in place at national and local level to address imbalances in education?

In almost every country, children and adults are being excluded from formal education altogether; some of those who go to school do not complete. They are gradually and deliberately pushed out of the school system because schools are not sensitive to their learning styles and backgrounds. In a gesture of sympathy some children are sorted out into categories and placed in separate special schools, away from their peers. This has led to the development of two separate systems of education within countries, regular and special education.

Traced back to the early era of 19<sup>th</sup> century, at its inception, leaders of social change set out to cure many ills of society. Physicians and clergy, wanted to ameliorate the neglectful, often abusive treatment of individuals with disabilities. A rich literature describes the treatment provided to individuals with disabilities in the 1800s: They were often confined in jails and almshouses without decent food, clothing, personal hygiene, and exercise. Commonly they were considered to pose a social threat, to contaminate an otherwise pure human species with their disabilities. People in this category mostly were killed and used as objects of entertainment. Philanthropists found it imperative that People with Disabilities (PWDs) should be given custodial care. These attitudes led to PWDs being placed in asylums where they were fed and clothed. Asylums were not meant to be educational institutions. Some PWDs, mainly those with physical and intellectual impairments as well as mentally ill persons, were placed in hospitals for custodial care and treatment. This was the period of institutionalisation (mock, jakubecy, & kauffman, 2002).

During much of the nineteenth century, and early in the twentieth, professionals believed individuals with disabilities were best treated in residential facilities in rural environments. Advocates of these institutions argued that environmental conditions such as urban poverty and vices induced behavioral problems. It then prevailed upon state governments to provide funds for bigger and more specialized institutions. These facilities focused more on a particular disability, such as mental retardation, then known as "feeble-mindedness" or "idiocy"; mental illness, then labeled "insanity" or "madness"; sensory impairment such as deafness or blindness; and behavioral disorders such as criminality and juvenile delinquency. This practice believed that institutionalization of individuals with disabilities would end their abuse (confinement without treatment in jails and poorhouses) and provide effective treatment. Moral treatment was the dominant approach of the early nineteenth century in psychiatric hospitals, the aim being cure. Evidence suggests this approach was humane and effective in some cases, but the treatment was generally abandoned by the late nineteenth century, due largely to the failure of moral therapists to train others in their techniques and the rise of the belief that mental illness was always a result of brain disease.

The milestone of special education then marked by the push to create new modes of operation and administration in the early of 20<sup>th</sup> century. It sounded to replace the custodial and retrogressive institutionalism modes for the PWDs that held before. During this decade, free compulsory education for deaf and blind children gained even wider acceptance. The charity connotation had been swept away, and institutions became schools, albeit separate and special, with strictly educational goals. Other disability groups were considered for special schools when public schooling were expanded. The emphasis in the early special schools was on vocational skills. Their curriculum was thus different from that in public schools. In addition, these early schools belonged to private philanthropic organisations. Government involvement came in much later (Winzer, 2009).

In the 1880s schooling, and compulsory school attendance for the handicapped or disadvantaged children were the leading subjects of theoretical discussion. By 1910 they had become imperatives. For nearly all children schooling became the social norm in the opening decades of the twentieth century. The movement of disabled students from institutionalization to public school from isolation to segregation may be dated from about 1910 with the formation of permanent segregated classes in the public schools. The advent of segregated classes was greeted with enthusiasm, and until the end of the 1920s they seemed to meet the needs of students with behavior and learning disorders.

However, the public expectations of the ability of the schools to handle and instruct "the children who are crippled, deaf, suffering from speech or visual defects, the mentally deficient, the feeble-minded, the mentally disordered, and the moral delinquent" seemingly were hard to fulfill. Aside from that, special educators were sure that special classes were here to stay and would prove to be significantly advantageous for special students, especially when compared with regular classroom placement. Educators believed that segregated classes could offer disabled students the most benefits. A low student-teacher ratio could afford more individualized instruction for each child, while homogeneous groupings could enable the teacher to concentrate on fewer teaching strategies. Because the academic environment would be less competitive, the students' self-esteem would be improved. It was also thought that segregated classes could provide remedial instruction that could return some children to the regular classroom (although this rarely happened).

### **The rise of inclusive school concept**

Almost a century after the placement debate began, special educators still focused on the importance of place for the disabled child. Many were calling upon the field to create not one perfect setting for the delivery of services, but a continuum of

placement options that would address the needs of all students with disabilities. At the other side the civil rights movement had reconceptualized special education as a case of access of minorities to the educational privileges of the majority.

There was no considerable change made from the early 20<sup>th</sup> century. The practice of special school staggered accompanied by the strong pessimism. It's not until the 1960's when John F. Kennedy created the president's panel dealing with mental retardation. This was instituted as a result of parents who began to protest the rights of their disabled children. Continuing on the timeline, in 1965, the Elementary and Secondary Education Act was created. This act allows for accessibility of a free education. In the early 1970's, one in every five students in U.S with a disability was educated in the public school's system (Mock, Jakubecy, & Kauffman, 2002).

It was not until 1975, that the Individuals with Disabilities Education Act (IDEA) was approved. This was a law which stated that all local public schools must provide a free education for all disabled children without any additional cost to the parents. It was intended to provide a basis for disabled children to survive in life past primary schooling. IDEA contained six principles, all of which allowed disabled children and their parents to have rights for the first time in public schools.

1. *Zero Reject*, which basically eliminates the possibility uneducable children failing to receive an education.
2. *Nondiscriminatory Identification and Evaluation* refers to the testing done in order to identify a child as being disabled. It must be culturally and economically fair for all children.
3. *Free and Appropriate Public Education (FAPE)* "protects the rights of individuals with disabilities in programs and activities that receive federal financial assistance, including federal funds".
4. *Least Restrictive Environment (LRE)*. This means that the disabled child should be in class for the longest amount of time with nondisabled children until it becomes disruptive for either party.
5. Set of guidelines to ensure the parent's rights in the entire special education process.
6. *Parent and Student Participation*; refers to the necessity and encouragement of making decisions together for the benefit of the child.

The implementation of this system is aimed to take some benefit for all the student needs. By creating inclusive settings these students are now able to socially interact and develop relationships with their peers. With inclusion being implemented in more and more, students with and without disabilities are benefiting academically. It's believed that the regular education class can provide an environment in which students with special needs have more opportunities to learn, to make educational progress in academic achievement. Students with disabilities will learn faster how to act appropriately in diverse settings by being surrounded by their normal peers. Aside of all mentioned advantages, by being exposed to inclusive settings, normal students would have a better understanding and are more tolerant of individual differences (McMillan, 2008).

Nevertheless, Criticism against the inclusion of the disabled child in public class room comes from all sides. The critics arise from the suspicious appreciation of the school management on both special needs and nondisabled students in one classroom at the same time detracts the educational experience nondisabled students will receive. For example, in a classroom that offers general education, one "mainstream" teacher offers a curriculum, while the special education teacher simultaneously completes the remediation process with special needs students. The argument here is that each student group may suffer academically from distraction. In addition, the parents of some disabled students feel that placing their child in an environment with a mixed peer group may lead to bullying or mockery (Daren, 2017).

## **The Strategy Towards the Shift**

### **1. Deconstruction Special Education Needs terminology**

The terminology of 'special educational needs' was broadly welcomed in the 1970s and is the dominant discourse used in education today. However, over the past thirty years the term 'special educational needs' has increasingly come to be seen as problematic. For instance, Tomlinson in (RUNSWICK-COLE, 2009) argues that the terminology of *Special Educational Needs* still 'masks a practice of stratification which continues to determine children's educational careers by assigning to them an identity defined by an administrative label'. Indeed, the language of 'special educational needs' within current policy and legislation continues to locate the 'problem' within the child. This is essential because of language has the power to construct experience. In the education system, language is able to create positive and negative images of children which, in turn, impact on the policy and practice of education.

This situation of course doesn't fit with our spirit to educate and normalize 'the handicapped people' to once again join the society. The language of current policy and educational practice which focuses on children who are "special" and in "need" emphasises individual deficits and, therefore, plays a part in constructing and sustaining exclusionary practices. Over the last twenty years, within disability studies, academics have challenged this model of practice in dealing with this kind of people due to the impact on the lives of disabled people. From a social model perspective, it is not the effects of their impairments that disables people but discrimination and prejudice. The barriers experienced by disabled people permeate every aspect of the physical and social environment. By defining them, through a variety of negative and disempowering labels, such as, different, deviant, abnormal, invalid or special, society then denies disabled people equality through a variety of practices. These include denying access to employment and thereby making disabled people dependent on charity, preventing physical access to social spaces and not recognising non-spoken systems of communicating.

### **2. Defining the wrong side, the school or the pupils?**

The idea of inclusive education is gaining ground in many parts of the world. It was given further impetus by the UNESCO World Conference on Special Needs Education, held in Salamanca, Spain, in 1994. Shortly, it examined how far special needs is part of the Education for All movement. In other words, are we to aim for a unified system of schooling that is capable of responding to all children as individuals, or are we going to continue with the tradition of parallel systems whereby some children receive separate forms of education? (Gafoor, 2010).

In many countries, *The Salamanca Statement and Framework for Action* (UNESCO, 1994) is being used to formulate strategies that will support movements towards inclusive schooling. But, specifically speaking the progress made is slight, apart from pockets of excellence in a few local authorities and schools. The proportion of children in special schools remains almost static. Meanwhile, some schools are returning to systems of ability grouping that were found to be largely ineffective years ago. Consequently, when integration or inclusion efforts are dependent upon the importing of practices from special education they seem almost certain to lead to difficulties. Indeed, they are likely to lead to yet new forms of segregation, albeit within the mainstream settings.

The gradual recognition that schools for all will not be achieved by transplanting special education thinking and practice into mainstream contexts has led to a new thinking that risen so many new possibilities that had previously failed to recognise (Anisow, 1997). Many relate to the need to move from the individualised planning frame, to a perspective that emphasises a concern for, and an engagement with, the whole class. Citing on the work of Mel Anisow (1997) he found that 1) its effective to use common pedagogical approach to achieve class academical goal in inclusive class. Strictly speaking, teacher could use a familiar tactic; i.e. to warm up his class by using simple question to draw the existing knowledge of the class, prior to introducing new material. Certainly, it is not special education, it is an approach that many teachers use, but, nevertheless, it proved to be a means of facilitating the participation of members of the class, including one who is seen as needing a permanent adult helper. 2) The importance of the school context in creating a climate within which inclusive practices can be developed. The nature of such positive contexts can take many forms and, therefore, attempts at generalisations are very difficult. For instance, this positive context could be draw on the emphasis placed of team work creation. It's either would provide many incidental opportunities for staff to assist one another, share ideas and, of course, observe one another's practices and the improvement of overall student, include th special students.

However, the above example is just a piece of success story of the inclusive school development. There was still a wide array of context that can be developed to enhance and promote the inclusive movement. What will be the first ideal step to do is to recognise the important implications of the concept of inclusive education. Whereas the idea of integration was seen as preparing children perceived as being special to fit into a school that remained largely unchanged, inclusive education starts from the assumption that all children have a right to attend their neighbourhood school. Therefore, the task becomes one of developing the work of the school in response to pupil diversity. This has to include a consideration of overall organisation, curriculum and classroom practice, support for learning and staff development. Rather than preparing educator to work intensively with individuals or small groups of children, they need to acquire competencies that will enable them to take a lead in the developments of schools as learning organisations, i.e. organisations that are continually seeking to develop and refine their responses to the challenges they meet. Generally speaking inclusion is not about making marginal adjustments but rather about asking fundamental questions concerning the way in which the organisation is currently structured.

### 3. Parent and surroundings involvement

Creating inclusive educational programs for diverse groups of young children is a complex and often daunting task. Traditionally, educational practices have reflected a "one size fits all" approach to both curriculum and strategy that ignores fundamental individual differences. Educational programs for young children often reflect practices that homogenize settings to produce an unrealistic uniformity among students that is not reflected in the pluralistic societies in which they live.

Active family involvement has long been considered to be an important factor related to better outcomes in the education of young children with and without disabilities in inclusive early childhood programs (Afolabi, Mukhopadhyay, & Nenty, 2013). Research has shown that high levels of parental involvement correlate with improved academic performance, higher test scores, more positive attitudes toward school, higher homework completion rates, fewer placements in special education, academic perseverance, lower dropout rates, and fewer suspensions (Hornby & Witte, 2010)

Parental involvement is important for the education of children of all ages, but it is critical for the success of young children in inclusive settings (Xu & Filler, 2008). Although there has not been a standard definition of the term *inclusion*, inclusive early childhood programming typically reflects three characteristics: (1) full participation of children with disabilities in everyday life activities with their typically developing peers in both school and community settings; (2) educational goals and objectives are developed and implemented through team collaboration by parents and professionals; and (3) child outcomes are measured periodically to ensure the effectiveness of the program.

## CONCLUSION

Learning is a process of acquiring skills or knowledge through reasoning based on the experience and practice have been completed (Khuluqo, 2017). Analogously to a sponge, our brain is always thirsty and will absorb anything we saw and we feel. It's the very definition of learning as a process. Its imply no formal nor non-formal institution to gain a learning process. Simply, if we are experiencing something new and take it as reminder for the next same condition we have been learning. However, in our societal development, historically speaking, the definition above hardly implemented. Especially for those who hve the disability, whose lebeled as the marginal. This category of people commonly prescribed as a curse, as a contagious disease which threatening the pure human. Subsequently their acces to social space are totally restricted.

Needs more than a millennium for our modern society to appraise education as the key element both for individual and civilization development. And more than thirty years for us to understand and compromise the differences amongst us. People with disability and normal are basically the same category, and consequently they can't be excluded, discriminated, detached from societal system. Inclusion/ Inclusive school arises both as the answer and critics to the mispractised and mis-placed condition of disable person. Founded on *Inclusion* definition, the idea of inclusive based system/ inclusive school has the same core value that is "involvement".

School as the fore front institution of educational system which, consequently, had the responsibility to guarantee the skill and knowledge acquisitions weighted to grasp the prominent part as the role model of concept. Unfortunately, the practice all this time was just the process of importation of the existing strategy that have been proved as ineffective. Considering the essence of inclusion is to involve the excluded group to the existing system, the importation process surely left us with difficulties and problems ahead.

As mentioned before we need radical strategy to overcome the challenges and finally catch the objective successfully. It will include the cultural, norm and social value deconstruction process to install a brand-new understanding of tolerance in diversity. Therefore, it would be *naif*, if we as the part of society brimming the full responsibility to the educational institution alone; the School. The family, the first child social environment; neighborhood environment, the peers, and social environment surroundings shall have the same proportion of responsibility at the creation and maintenance of positive support. Inclusion doesn't seek a special treatment for those new part of society, nor a specified strategy to deal with. What inclusion urge are just our understanding and our acceptance to tolerate in every difference, even when the differences stipulated their disability to do what we can do as a "normal" person.

In this research, we realize that inclusive implementation will consume much time and energy. The challenge this time is just a tip of an iceberg, there will be more obstacle to deal in sooner or later. Based on this conceptual analysis of the inclusion idea, we suggest the further research will have conducted on local specific focus, identifying the needs and strategy to wake the awareness of ideal condition for the succeed of inclusion idea.

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