The Praeger International Handbook of Special Education

Volume 3: Asia and Oceania

Michael L. Wehmeyer and James R. Patton, Editors



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Contents

VOLUME 3	ASIA AND UCEANIA	
Section 1	Asia	1
	Eastern Asia	2
	China	2
Chapter 1	People's Republic of China Meng Deng and Sisi Wang	3
Chapter 2	Hong Kong Special Administrative Region Wu-Ying Hsieh, Patcy Yeung, Kit Chan, Shirley Shao, and Mantak Yuen	15
Chapter 3	Taiwan Su-Jan Lin and Der-Long Fang	30
Chapter 4	Macau Special Administrative Region Tat Ming Sze, Matilda Ming Wai Wong, and Sou-Kuan Vong	44
Chapter 5	Japan Yoshihisa Ohtake	53
Chapter 6	Republic of Korea Suk-Hyang Lee	66
	Southern Asia	79
Chapter 7	India Anupriya Chadha	80
Chapter 8	Islamic Republic of Iran Hoda Hashemi	94

vi	Contents
**	

Chapter 9	Pakistan Shahida Sajjad and Humera Aziz	104
Chapter 10	Democratic Socialist Republic of Sri Lanka Tamara Handy	118
	Southeastern Asia	135
Chapter 11	Indonesia Imanuel Hitipeuw and Pujaningsih	136
Chapter 12	Singapore Chien-Hui Yang	152
Chapter 13	Thailand Yuwadee Viriyangkura	168
	Western Asia	186
Chapter 14	Israel Judah Koller, Michal Levy, Vered Wiesenthal, and Thomas P. Gumpel	187
Chapter 15	Hashemite Kingdom of Jordan Jamal M. Al Khatib and Muna S. Alhadidi	198
Chapter 16	The Sultanate of Oman Janab Sayyida Shariffa Khalid Qais Al-Said, Khalil Al-Balushi, and David Griffiths	212
Chapter 17	Qatar Maha Al-Hendawi, M. Salman B. M. Khair, and Clayton E. Keller	224
Chapter 18	Kingdom of Saudi Arabia Majed Alsalem and James D. Basham	238
Chapter 19	Republic of Turkey Atilla Cavkaytar, Hatice Uyanik, and Şerife Yücesoy-Ozkan	251
Chapter 20	United Arab Emirates Eman Gaad and Nadera Alborno	265
Section 2 C	Oceania	277
	Australia and New Zealand	278
Chapter 21	Australia Michael Arthur-Kelly and Phil Foreman	279
Chapter 22	Aotearoa New Zealand Janet S. Gaffney, Missy Morton, and Sarah M. Hart	289

Imanuel Hitipeuw and Pujaningsih

Overview of Country

Historical Information

Indonesia is an archipelago country consisting of hundreds of native ethnic and linguistic groups, as well as many religions and tribal beliefs. The national motto of this country, "Unity in Diversity" (Bhinneka Tunggal Ika), reflects the diversity that shapes the nation. This diversity influences the systems of education that can be traced back from the history of this nation. For example, some schools are traditional and tied with a certain religion, and some are nonreligious schools. Some are nonformal education settings, such as homeschooling and tutorial programs, that are focused on certain subject matters that are tested in the National Examination. Based on this history, the management of education in Indonesia takes two forms based on the school orientation: one is under the Ministry of Religious Affairs for managing schools with religious orientation, and another one under the Ministry of Education and Culture (MEC) for nonreligious schools. These two ministries manage and regulate the education from early childhood education to higher education or university levels.

The growth in the number of schools in Indonesia started during the Dutch colonial era around the 16th century. During the colonial time, only a few native Indonesians were allowed to attend school because the schools were mainly just for the Dutch people living in Indonesia, and the official language was Dutch. Most native people attended traditional schools, which mostly taught religion and, later on, after independence, this kind of school fell under the Ministry of Religious Affairs, known as madrasah. After independence, school reform took place, and

the curriculum changed. The Indonesia language became the official teaching language, and all people gained the right to attend schools. As a result, Indonesians who graduated from at least junior high could obtain a certificate for teaching and enter teaching jobs at the primary schools. The purpose was to help people learn reading, writing, and math. In the 1970s, the teaching profession in primary schools was restricted to graduates of teacher senior high schools. However, high school teacher positions were restricted to the graduates of university. After many trials and struggles after independence—such as separatism, natural disasters, and changes in the governmental system—the government tried to increase the enrollment of children ages 7 to 12 in school. In 1984, Indonesia introduced enrollment rates (GER) in primary school were increasing rapidly in 1990. This program was extended to 9 years of compulsory basic education in 1994. In 2008, the country issued the Compulsory Basic Education Law for 12 years for ages 7 to 15. Since then, many follow-up regulations to this law were passed to make sure the basic education for all people under 15 years of age is guaranteed.

Structure of Country

Indonesia is a democratic country. The government is led by the president, who is elected directly by the people. As a democratic country, the political system is based on the function of three institutions: the executive, legislative, and judicial. The country consists of 34 provinces, each led by a governor directly elected by the people. As a country, Indonesia is the largest in Southeast Asia, with 13,487 islands making it the largest archipelago country in the world. It lies on both of the sides of the equator and is located between two continents, Asia and Australia, and between two oceans, Pacific and Indian. Indonesia shares land borders in New Guinea or Papua Island with Papua New Guinea, in Timor Island with Timor-Leste, and in Kalimantan or Borneo Island with Malaysia and Brunei Darussalam. The other neighboring countries are Singapore and Malaysia, where Indonesia shares the maritime borders across the narrow Strait of Malacca, Philippines and Palau on the north side, Australia on the south, and the Indian Territory on the west. Because of these positions, the country is also known as Nusantara (between islands). In terms of land area, Indonesia is the 15th-largest country in the world with 741,050 square miles (1,919,440 sq. km) and becomes the 7th-largest country when combined with the sea. Jakarta, the capital of the nation, is the largest city with the largest population in the nation. The country is a place of numerous volcanoes and frequent earthquakes. The ash from the eruption of volcanoes contributes to the agricultural fertility of the land.

Population

Indonesia is the fourth-most populous country in the world, with 254 million people in 2014 (http://data.worldbank.org/country/indonesia). The growth rate

was about 0.95 percent, and the birth rate was about 17.04 per 1,000 people in 2014. Additionally, the infant mortality rate was about 25.16 per 1,000 people, and life expectancy was about 72.17 years in 2014. Based on the population, Indonesia is also the biggest Muslim country in the world, although officially not an Islamic state. More than half of the population lives on Java Island, one of the largest islands in Indonesia. People mostly live in the large cities. Based on 2011 estimations, the capital, Jakarta, is the most populous city with 9.769 million people, followed by Surabaya with 2.787 million people, Bandung with 2.429 million, Medan with 2.118 million, Semarang with 1.573 million, and Palembang with 1.455 million.

Racial/Ethnic Composition

Indonesia is a country with many multiethnic groups and languages. There are about 300 distinct native ethnic groups and more than 700 different languages and dialects. However, the Indonesian Language (called *Bahasa Indonesia*) is understood universally within Indonesia and is the official language of Indonesia used in business, education, and government in all parts of Indonesia. However, on a daily basis, Indonesian people use their own tribal language when communicating with people of their own ethnicity. Most Indonesians are descended from Austronesian and Melanesians. The Austronesian peoples can be traced through the languages belonging to Proto-Austronesian that possibly originated in Taiwan. Melanesian is the other major group who inhabit the eastern part of Indonesia. Based on 2010 estimations, the largest ethnic groups in Indonesia are as follows: Javanese, Sundanese, Madurese, Minangkabau, Buginese, Bantenese, Banjarese, Balinese, Acehnese, Dayak, Sasak, Chinese, and other ethnics. The percentage of the ethnic population is shown in Table 11.1.

Literacy/Numeracy Data

After independence in 1945, many people were illiterate because of the policy of the colonial government, which restricted education to the Dutch. Furthermore, in 1974, as a means to eradicate illiteracy and improve the education participation figures, the government, through the Program of the Presidential Assistance (called INPRES SD or Presidential Instruction), launched a program for constructing new school buildings, especially new elementary schools. This INPRES program, together with the abolition of primary school fees in 1977, increased the school participation rate and reduced the illiteracy rate. The school participation rate in primary school increased from 96.77 percent in 2004 to 98.92 percent in 2014, and the illiteracy rate for age 15 or above reduced from 9.62 percent in 2004 to 4.88 percent in 2014 (http://www.bps.go.id). Based on the Organisation for Economic Co-operation and Development's (OECD) Program for International Student Assessment (PISA) results on the reading test, Indonesia showed a gradual improvement during the period of nine years from 371 in 2000 to 402 in 2009.

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to ensure that all children regardless of their condition participated in school. In 1984, the government introduced compulsory education for six years for children ages 7 to 12. This program was mandated by the People Representative Assembly to the president. Ten years after the introduction of six years of compulsory education, the government increased the years of compulsory education to nine years for children age 7 to 15.

Years later, in 2003, the government issued a rule about early childhood programs and became actively involved in early childhood programs for children up to age 6. This program was intended to strengthen the readiness of children before entering primary school. Moreover, to improve the quality of the program, many changes have been made since then. On July 4, 2008, the government of Indonesia enacted compulsory basic education for children age 7 to 15 by issuing Government Rule No. 47. This rule gives the right to children for compulsory education from elementary to middle school. To ensure participation, the central government supported local governments to implement the rule.

Funding

Education funding in Indonesia is planned every year based on a proposal submitted by the local government to the central government. The government every year will make the decision to enact the funding for education. Some of the funding will be managed by the central government, some by the local government, and a small amount will be used for other purposes. The nominal funding for the past 5 years from 2011–2015 showed the increasing number from 266.9 trillion Rupiahs in 2011 to 408.5 trillion Rupiahs in 2015. Since the enactment of the Autonomy of Provinces and Regencies Act (decentralized government) in 2001, the basic education and high school (except the Islamic schools) fell under the local administrative government (province and regency). Therefore, the local government is responsible for the funding transferred by the central government to improve the education in its region.

To support the requirement for compulsory education, the government guarantees free education for all children age 7 to 15. This free education policy was mandated under Article 34 of National Education Law No. 20 of 2003. Several programs since 2005 have been introduced and implemented, such as the *Bantuan Operasional Sekolah* (BOS), or School Operational Assistance, for primary and secondary schools, and the *Bantuan Operasional Perguruan Tinggi Negeri* (BOPTN), or Operational Assistance for State Universities Program. The BOS program involves financial support based on enrollment and covers more than 40 million students in public and private schools.

Organizational Structure

The education system in Indonesia is based on Law No. 2 of 1989 and Law No. 20 of 2003. The system of education recognizes formal and nonformal

Table 11.2 Educational System in Indonesia Based on Law No. 2 of 1989 and Law No. 20 of 2003

Age Range	Formal Education	Local Government	Ministry of Education and Culture	Ministry of Religious Affairs	Out-of-School Ed	lucation
22 above 19–22	Postgraduate Graduate/diploma		V	√ √	Courses and or apprenticeship	Education in family
16–18	Secondary school General Vocational	√	·	V	Packet A B C equivalent to elementary Education to	
13-15	Lower secondary school	√		\checkmark	high school	
7–12	Elementary school	\checkmark		√		
5–6	Kindergarten	V		V		
3–5					Playgroup/day care center	

Source: Indonesian Ministry of Education and Culture.

Private School Education Overview

Percent of School-Age Population Who Attend Private Schools

During 2010–2011, there were 4,055,035 children enrolled in kindergarten, and 97.3 percent of them attended private kindergarten. There were 30,662,441 primary school students, and 17.1 percent of them were from private schools. In junior high, there were 11,933,560 students, and 36.1 percent of them were from private schools. In the same school year, there were 11,933,560 senior high and vocational school students, and 27.8 percent of them were from private schools.

Types of Private Schools

There are two types of private schools. One type is run by religious groups (Islamic, Christian, Catholic, Hindu, or Buddhist), and the other type is run by community, nonsectarian groups (although some of them are profit-oriented). The majority of the private schools run by religious groups are Islamic, Christian, or Catholic.

Description of Who Attends and Services Provided

All private institutions are open to all students from all regions of the country. All parents can send their children wherever they want, and there are no restrictions based on where they come from. Most parents choose the schools for particular reasons. First, they choose a private school because their children are expelled from the selection process to enter the public schools. Second, they may select a private school because the school has the same faith as the parents, and they want their children to be in a school that practices their own faith. Third, parents may select a private school because the school has an additional specialized program, such as foreign languages or international programs. Fourth, the parents may choose to send their child to a private school because the school is known for good discipline and good results in national school examinations. Even though private schools provide opportunities for all children, the tuition fee is high because schools usually decide not to accept the financial assistance (BOS program) from the government. Some private schools are boarding schools, some are semi-boarding schools, and some are day schools.

Special Education System

Current Legislative Mandates

In the 1970s, the government introduced integrated education to give the opportunity for children with visual impairments to attend regular schools; these were called Integrated School (Scholah Terpadu) as long as the children with visual

impairment were there. In the 1980s, in conjunction with the expansion of compulsory education, the government built in many new special education schools for primary grades, called *Sekolah Dasar Luar Biasa* (SDLB), or Special Primary School, in the regions that did not have special education schools. At that time, special education services (other than for students with visual impairments) were provided only in special education schools. Special education services were available at kindergarten, primary, junior high, and senior high/vocational high school levels. Later on, special education and children with disabilities were explicitly mentioned in the National Education System (Law No. 20 of 2003). Six years later, the service for those children was expanded through the Regulation of the MEC No. 70 of 2009 on Inclusive Education. This regulation gives the right for all children to have equal access to education.

To meet the Education for All (EFA) mandate, Government Regulation No. 17 of 2010 on education management stated that provincial governments should provide at least one special school for each impairment and that cities and districts should provide special education in regular schools. In the future, cities and districts will provide inclusive education for all learners through the formal school system. Provinces, through their special education school networks, will provide the necessary support and referral systems to support inclusive schools. Through all the regulations, laws, and support, education for children with disabilities will provide opportunities for these children to live happy lives.

Age Range for Special Education

According to Law No. 2 of 1989, there are special kindergarten schools (three years), special primary schools (at least six years), special junior high schools (at least three years), and special senior high schools (at least three years). Based on this law, children who are identified as having disabilities may be sent to special schools for early intervention program through the special kindergarten schools. In addition, the government recognizes early childhood programs for children before kindergarten age through Presidential Regulation No. 24 of 2010. This regulation gives the right to children to attend special schools in their early years of age (3 years old) until their early adult ages (19 or 20 years old). However, the compulsory education is only for ages 7–15, meaning that students older than 15 will not be eligible to get financial support from the BOS program.

The Population of Students Eligible to Receive Special Education

In the 1970s, the government introduced Integrated Schools, ensuring that children with visual impairment could attend regular schools. In the 1980s, many new Special Primary Schools (SDLB) were established. In Indonesia, the category of special schools (Scholah Luar Biasa [SLB] or "special schools") are based on the disability category. SLB provides special education services at all levels, from kindergarten to high school, while SDLB just provides special education services at

the primary grade level. Both SLB and SDLB provide special education services for some or all categories of disabilities. Inclusive education was enacted by the government in 2001; by 2013, 18 percent of around 4.2 million students with special education needs were enrolled in regular schools. This number was larger than the number of students who attended special schools, and this occurred because the public schools were easily found anywhere near the community. In the 2011 school year, there were 59,028 students with disabilities who attended primary special schools, and the majority were male (34,488). In special junior high schools, there were 14,105 students, of which 8,108 were male and 5,996 were female. In senior high schools, there were 6,967 students. At the end of 2012, the number of students at special schools was around 116,000,000.

How Students Are Identified

Students are eligible to receive special education services based on the following identification procedures. As an initial step, the pediatrician may notice that the child may have a disability, or school personnel at the day care or school may notice that the child is having problems. As such, a need is established to consult experts such as a psychologist or other professional based on the problem for further screening tests. When the results of the screening tests show that the child has a disability, the expert then refers the child to the special school based on the disabilities the child has, where the child will be observed further in all activities and environments to determine whether the child really needs special education. The school conducts evaluations and tracks student progress. If the child shows typical progress, such that she or he no longer needs special services, the child's parents are informed about how to work with and help their child maintain the progress made so far. When the results show that the child does have a disability, then the parents may choose to keep their child in that special school or send the child to the regular school, although the latter depends on the severity of the problems and the availability of services. In cases of sensory impairments, such as deafness or blindness, the identification procedures are not as complicated as long as the child is not suspected of having other concomitant disabilities. The procedures vary among local governments and schools because there is no guidance from the government to be followed.

Where Special Education Services Are Provided

After the child is identified as having a disability, parents decide where to send their child after consulting with schools to receive information about where the child will get the most benefit. Inclusive schools usually have their own special classrooms for teaching specific skills and subjects that cannot be easily integrated into the regular classroom curriculum. If an inclusive school does not have special education teachers, then there will be itinerant special education teachers from the nearest special schools. Based on a report from the 2010 to 2011 school

year, there were 1,702 special primary and junior high schools and 727 special senior secondary schools. Since 2007, the number of inclusive schools has grown, and all these schools (from regular kindergarten to high school) enrolled 15,181 children with special education needs. Now with the ministerial regulation on inclusive education, services for all children with disabilities are everywhere. The problems that remain are a lack of funding, trained personnel, and resources to facilitate the mobilization and learning of the children.

Focus of Services/Intervention/Curriculum

Indonesia implemented a new curriculum in 2013 (Curriculum 2013). This K–13 curriculum focused on scientific approaches in teaching. The curriculum is set up for kindergarten, elementary school, junior high, vocational high school, and senior high school. Curriculum 2013 is also set up for certain special schools. For example, schools for students who are blind, schools for students with physical impairments, and schools for students who are deaf mostly use the national curriculum, with some modification to address the special education needs of these students. For children with disabilities who attend the regular schools/inclusive schools, the schools use the national curriculum for regular school as long as the children can adapt, and use functional programs/curricula for meeting the other needs of the students. For children with severe disabilities, the schools use basic programs that mostly focus on functional skills and living skills. The types of curriculum that will be used for children with disabilities are based on the severity of the disabilities, which school they go to, and the needs of the students.

Related Services

All children with disabilities are eligible to receive services that are available, but the kinds of services they receive are based on the types of disabilities they have. Services such as speech therapy, medical support, counseling, massage, occupational therapy, parent support, orientation and mobility training, musical therapy, and play therapy are available based on the child's disability. Certain types of disabilities may not need many services, such as visual impairment and hearing impairment, but other categories may need many services to help students develop. In the past, mostly urban special schools had more related services when compared with rural areas. However, this discrepancy has been reduced.

Prevalent Practices Used in Special Education Services

Wherever children with disabilities attend schools, each child has a program designed specifically for meeting his or her unique educational needs. This individual program describes the present ability of the student, the goal of his or her education, the various methods that may help the child learn best, and the kind of assessment that measures the child's progress and needs best. These programs

also address outdoor programs to develop a child's physical abilities while exploring the environment and social world. In the classroom, children receive instruction designed specifically to enable them to succeed. The teaching materials are divided into two sections. One is the regular material for developing academic ability, and the other is the functional material for enabling students to function typically, especially related to taking care of themselves. In certain cases, one teacher may only serve one student if the student's condition and behavior warrants such intensive services.

In regular schools, due to a lack of personnel/teachers specialized in teaching children with disabilities, students mostly receive their education in regular class-rooms. However, when they experience failure, schools usually set the minimum passing grade lower than their typical peers. The purpose is to maintain social interactions with their typically developing peers. On other occasions, students are served in special classrooms in the regular school. In this classroom, students receive specialized programming to improve their capabilities to engage effectively in regular classroom activities. Itinerant special education teachers regularly come from nearby special schools to help regular school teachers in the special classrooms.

Postschool Options for Students Who Received Special Education/Special Needs Education Services

Some postschool options are available for children with disabilities. First, special vocational schools are available for children who have certain talents, such as music or massage. Second, a special program available for students with severe disabilities is provided in special schools to facilitate students' capacities to function at home. The implementation of this program usually comes from the school but needs approval from parents. Third, there are social institutions, managed by the Ministry of Social Welfare, that give shelters and training for preparing people with disabilities for certain jobs and skills that can help them be productive. Fourth, children can continue their study in higher education, such as at a college or university. Last, a community group that is usually operated by people with disabilities provide support for children with disabilities to learn through working to produce materials or services under the supervision of the trainer of the community group. This group usually becomes the place for people who became disabled later in their lives.

Teacher Training/Preparation

Minimum Requirements to Be a General Education Teacher

Academic qualifications to be a teacher based on National Education Act No. 20 of 2003 requires a minimum undergraduate degree (called an S-1/bachelor's degree). In 2008, only about 40 percent of teachers held an undergraduate degree, so the government allocated a significant amount of funding for teachers who were younger than 50 to pursue undergraduate degrees in universities. In 2012, almost

80 percent of teachers had graduated with a bachelor's degree. In 2013, almost 90 percent held a bachelor's degree, and 10 percent held a master's degree. Today, it is difficult to find teachers who do not have university degrees, except in the remote areas and islands. However, for these remote places, since 2011, the government has recruited fresh graduates with a bachelor's degree in education to serve as contract teachers for one year with some benefits to attract the candidate. Based on Law No. 14 of 2005, the government has made some changes the past few years that all graduates who hold bachelor's degrees, even in education, must enroll in a one-year Teacher Profession Program (Pendidikan Profesi Guru-PPG) to get a teaching certification if they want to pursue a teaching career. Previously, the teacher certification program was focused on in-service teachers who held a bachelor's degree. This one-year PPG program is open only in public universities with graduate programs in education. It has two main programs: (1) for students with a bachelor's degree in noneducation that is focusing more on pedagogical aspects and teaching practices, and (2) for students with an education background that focuses more on content-related subjects. In addition, both teacher candidates will have field experiences at schools. After finishing the program, they also have to pass the national competency exam to get the professional teacher certification.

Minimum Requirements to Be a Special Education Teacher

Before the 1990s, special education teachers were graduates of special teacher high schools and graduates of universities. The special teacher high schools and special education departments at universities were very few, and the majority of them were located in Java Island. However, after 1990, special teacher high schools were closed by the government, and the qualified teachers at those schools were offered and promoted to be lecturers at the nearest universities. As a result, this drove many universities to establish a special education department.

Types of Special Education Personnel

Education programs for children with disabilities are run by special education teachers and other special education personnel such as speech therapists, itinerant medical doctors from governmental district hospitals in some provinces, orientation and mobility specialists, occupational therapists, social workers, counselors/psychologists, physical education teachers, and, particularly in higher grades, other teachers who teach subject areas such as language, science, social studies, civics, and math.

Nature of In-service Training/Professional Development Provided to Special Education/Special Needs Education Teachers

The MEC has an In-Service National Training Center for Special Education Teachers called the Pusat Pengembangan dan Pemberdayaan Pendidikan dan

Tenaga Kependidikan—Media Pembelajaran Lab (PPPPTK PLB) in Bandung. This center offers programs needed by the schools such as how to implement new curriculum from the government, how to develop instructional materials, and other new issues and trends in special education for senior teachers. In conducting the training, the center usually works together with some universities that have special education programs.

The Teacher Law proposed by the Indonesian government in 2005 made a huge impact in teacher management and development processes, including special education teachers. The law mandates teacher certification for both in-service and preservice programs. Teacher certification had been implemented from 2007 to 2015 with two requirements: (1) hold a minimum of a four-year college degree in a related discipline area, and (2) pass the portfolio assessment. The special education teacher must participate in the Teacher Professional Training (*Pendidi-han Latihan Guru*—PLPG) if they do not pass the portfolio assessment. However, there is no study conducted for its impact for special teachers, although previous studies revealed that teachers in general who hold certification do not improve their teaching skills.

Barriers/Issues to Providing Quality Special Education/Special Needs Education Services

Since the ministerial regulation on inclusion issued in 2009, there are still many issues in the school levels that need to be solved for promoting the education of children with disabilities. Now, all regular schools are inclusive schools, and the government gives financial support for each child in that school and special financial support for children with disabilities based on the number of enrollment. However, the services for the children are still far from meeting the requirements, for example, a special classroom with a special education teacher is rare in the inclusive schools. This reality puts pressure on the students to adjust themselves to the conditions. If they fail, some of them experience bullying by their typical peers, so schools often lower the minimum passing grade for those students. In other words, educational services are not developed based on student's needs.

As a nation with many islands, some places, especially in remote islands, are experiencing a shortage of teachers and personnel schools because not so many graduates of universities are interested in working in remote areas. Even though the government provides incentives for teachers in remote areas, not many young people are attracted to these areas. The shortage experienced by regular schools and inclusive schools in these areas is a big problem for the central government to prepare and provide education for all children. This problem also becomes a barrier for the region to provide high-quality education to their children.

Promising Trends in the Future

Currently, the government is in an ongoing process to sign a Disability Act that will justify the equal opportunities for people with disability in education,

social economics, and public services. This is a part of the ratification of the United Nations Convention on the Rights of Persons with Disabilities (CRPD) in 2011 that will give hope for improved access and services for people with disabilities. In education, the government of Indonesian has provided the right for all children to get their education free for nine years through to junior high school. To achieve this program, the MEC with all provincial and district governments has created some events focusing on students such as the Olympic Academic and Arts Festival to promote children with disabilities on the national level. In addition, to improve the involvement of all local governments and to introduce the government regulation related to EFA, the Inclusion Award was presented to the city or town that showed improvement in education for children with disabilities. All these activities were broadcasted nationally and succeeded in getting national attention.

Parents of children with disabilities have started to be more involved in the form of parent groups that perform different functions. Some groups provide support for schools in certain occasions and events. Others help schools by being involved with a certain program such as in vocational and spiritual-moral activities. In addition, some parents with other professions who care about children with disabilities create advocate groups to promote education of those children. These various groups have become more active in recent years to ensure that the needs of the children with disabilities are met by the schools.

In preservice programs, universities are working to improve the services of the schools through research, workshops, and seminars. All these activities influence the field of special education in Indonesia. A few years ago, the graduate program in basic education (*Pendidikan Dasar*) that supports inclusive schools began. This program is specifically designed for teachers of elementary and junior high schools, and it has a concentration on areas such as special education, math for elementary schools, science and social sciences for elementary schools, and early childhood programs. This program will support the field of special education with new perspectives and skills in the areas of inclusion. This basic education program and special education program at universities has become the backbone for supplying teachers that are needed to back up the government program to provide education for all children.

Country-Specific Resources and Reports

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Interactive multimedia to enhance early reading skill in Indonesia, http://referensi.data.kemdikbud.go.id/index41.php

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