

# Education for All: The Evaluation of Inclusive Education Programs in Elementary School in Jakarta, Indonesia

**Bahrudin<sup>a\*</sup>, Indra Jaya<sup>b</sup>, Ibrahim Abidin<sup>c</sup>, Sofia Hartati<sup>d</sup>, Rugaiyah Rugaiyah<sup>e</sup>,** <sup>a,b,c,d,e</sup>Faculty of Education Science, Universitas Negeri Jakarta, Rawamangun Muka Rt.11/Rw.14 (Postal Code-13220), Jakarta, Indonesia, Email: <sup>a\*</sup>[bahrudin@unj.ac.id](mailto:bahrudin@unj.ac.id)

This study aims to identify the key components in the implementation of inclusive education programs in elementary schools in Jakarta, Indonesia. The effectiveness of inclusive education programs can be determined through an internal and external aspects evaluation such that known obstacles, benefits and impacts of the program as well as a variety of important information that is useful for the implementation of future programs can be identified. This research uses an exploratory sequential mixed-method approach through two phases, qualitative and quantitative. This research collaborated with two elementary schools in Jakarta, 52 elementary school students, 160 parents of elementary school students, and 5 elementary school teachers. In general it was found that students have a positive attitude towards students with special needs. Based on teacher input data, a lot of teachers meet administrative requirements as graduates from a Bachelor Degree in education. Several of the schools already has a special assistant teacher even though not yet present for the whole week, the result is that teachers have developed individual curriculum with the needs and abilities of students in mind.

**Key words:** *Evaluation, inclusive education, elementary school.*

## Introduction

Inclusive education systems have been implemented in several countries. Since the mid-1990s South Korea has placed a focus on students with special needs as a national education agenda (Kim, 2014). The official regulation means South Korean educators have developed

and revised special education policies to guarantee the rights of students with special needs to be able to learn through access to inclusive education. In line with Malaysia, in 1998 inclusive education was introduced in the 1996 Malaysia Education Act (Jelas and Mohd Ali, 2014). In Indonesia the term inclusion has also become increasingly popular to describe this context. In 2001 the Directorate of Special Education began to develop integrated education towards inclusion. In 2003 a circular letter issued by the general director of elementary education and education ministry No. 380/C.06/MN/2003 concerning inclusive education, by organizing and developing in every district at least four schools consisting of elementary, junior high, high school and vocational schools (Saputra, 2016). The circular suggests the importance of alternatives to fulfilling the right to education for all. Based on the circular, the head of Jakarta provincial education No. 105 years 2003 and No. 34 years 2003 outlines the appointment of pioneer schools for inclusive education. This has shown that the government has tried to realize inclusive education in Indonesia.

The effectiveness of the implementation of inclusive education programs can be measured through an evaluation of all internal and external aspects (Allan, 2014). Internally the evaluation is carried out on the components directly involved in the program, while the external aspects include contributions made by the community outside the implementation of the program, so that they can be known as obstacles, benefits and impacts of the implementation of the program as well as a variety of important information that is useful for the implementation of future programs (Erten and Savage, 2012). According to Moberg, et.al. (2019) Inclusive education in Japan prioritizes aspects in preparing learning opportunities that are suitable for children with disabilities and supports them in learning with their peers in regular classes. On the other hand Andrew and Lupart (1993) explain that segregative-exclusive education has failed to improve the achievement of academic and social competencies; and students as a whole, both children with special needs and normal, are not able to develop social sensitivity that is important for life together. This is consistent with research by Sharma, et.al. (2019) who wrote that the most significant obstacles to inclusive education were not only from students but teachers who were not prepared and a resulting stigma and negative attitudes towards children who have special needs. On the other hand, the importance of inclusive education is related to the values of a democratic society. The existence of inclusive education can increase the provision of education for children who have special needs (Norwich, 2013). So, further consideration is needed regarding inclusive education in schools because the school system is not only in terms of policies but also curricular elements and teaching and learning strategies (Terzi, 2014).

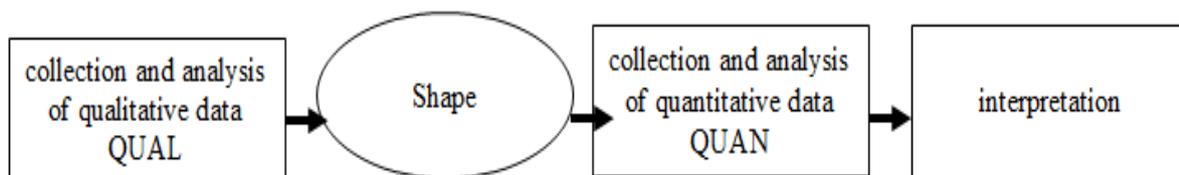
Based on the results of research by Vorapanya and Dunlap (2014) when inclusive education was made by the law to be compulsory, some educators experienced confusion about the provision of appropriate services in inclusive schools. So, there is a need to evaluate the learning program, training and evaluation of other programs (Munthe, 2015). Program evaluation is the systematic collection of data or information about how the program works,

about the impacts that might occur, or to answer questions of interest (Grammatikopoulos, 2012). Conducting program evaluation in order to find out whether the objectives can be achieved, and how far they can be achieved, determines the reasons for success and failure specifically in the context of the objectives of a program (Sokal-Gutierrez et al., 2015). To find the principles that are based on the success of the program, express suggestions, certain techniques to improve the effectiveness of the program, reformulate the ways that will be used in achieving the objectives of the program (Yonglin and Zhanjun, 2016), this research is basic research that will be used as a source of information to develop further research.

## Materials and Methods

This research used exploratory sequential mixed method with models beginning by exploring qualitative data and analyzing them. This phase is continued by exploring quantitative data based on the data base of the previous stages (Kumar et al., 2019), see Figure 1 below.

**Figure 1.** Exploratory Sequential Mixed-Method Research Procedure



**Source:** Creswell (2017)

In this study, the authors used exploratory sequential mixed methods to see the effectiveness of the learning process and the suitability of the implementation of inclusive education in elementary schools. The qualitative phase is designed to determine the responses of general elementary school students, parents and elementary school teachers regarding their attitudes towards students with special needs through interviews. In the second phase of the quantitative method, we used the results of the qualitative phase by developing instruments to measure the implementation of inclusive education with the Context, Input, Process, Product (CIPP) evaluation format (Al-Khathami, 2012). This research was conducted at State Elementary Schools 03 and 04 Jakarta. The research respondents were 52 general students and 160 parents of students in State Elementary Schools 03 and 04 Jakarta. Researchers conducted observations and interviews with 10 students, 10 parents of students and 5 teachers of Public Schools 03 and 04 Jakarta. The researcher analyzed the information obtained. This data obtained was in the form of questionnaires, interviews and observations to be able to evaluate the inclusion of inclusive education through the construction of the CIPP model (Kafi et al., 2019).

## Results and Discussion

In the description of this data the research data are explained below. The description of the data is divided into four major sections according to the evaluation aspects: context, input, process, and product.

### Policy Context for Providing Inclusive Education

In the 1945 Constitution paragraph fourth of the preamble on the 1945 constitution states that "*The Government of the State of Indonesia which protects all Indonesian people and all of the Indonesian spill and to advance public welfare, educates the nation ...*". Thus the 1945 constitution required every citizen to follow basic education and for that the state is charged with the obligation to provide supporting facilities and infrastructure to expedite teaching and learning activities so that the goal of educating the nation can be achieved. Whereas in 1945 article 31 paragraph 1 states that "*every citizen has the right to education*". Article 31 emphasizes that every citizen, without exception including children with special needs, is entitled to education. Law Number 23 of 2002 concerning Child Protection in article 51 stipulates that children with physical and mental disabilities are given equal opportunities and accessibility to obtain ordinary and special education. The Law on National Education System No. 20 of 2003 article 5 paragraph 2, states citizens who have physical, emotional, mental, intellectual, and social disabilities are entitled to special education.

The Minister of National Education Regulation No. 70 of 2009 concerning on inclusive education for students with disabilities and special potential for intelligence and talent in Article 11 explains that the regional government, regional government and community can provide professional assistance to the organizing education unit inclusive education and the education unit for inclusive education providers can work together and build networks with special education units. He further explains that the implementation of education for children with special needs or extraordinary intelligence is carried out inclusively or in the form of special schools. The professional assistance is by appointing special education units as centres for the implementation of inclusive education.

Specifically in Indonesia, the application of an inclusive education system is one way to fulfill ninth years compulsory education through quality education. Through an inclusive education system, the government opens access to education for all children, including those who have physical, emotional, mental, intellectual and social disabilities and children who have special intelligence and talents. In the General Guidelines for the implementation of inclusive education, it is explained that the purposes of providing inclusive education in Indonesia (Handayani and Rahadian, 2013) are: 1) To provide the widest possible opportunity for all children to get proper education in accordance with their needs, including

children with special needs. 2) to help accelerate the compulsory basic education learning program. 3) to help improve the quality of primary and secondary education by reducing the number of class stay and dropping out of school. 4) to create an education system that values diversity, is non-discriminatory, and is friendly to learning. 5) to fulfill the constitutional mandate.

The purpose of implementing inclusive education based on Jakarta Governor Regulation Number 116 of 2007 is to increase understanding and appreciation of differences in achieving a democratic society; to provide education in accordance with human values; and to provide the widest possible access to education for children with special needs to obtain quality education. Thus basically the goal of inclusive education is to fulfill the right to education for everyone, eliminate discrimination in the teaching and learning process, normal children and children with special needs can respect and respect each other, and prevent exclusivism and negative stigma against children with special needs.

*“in my opinion the social culture of our nation is very supportive of the Bhinneka Tunggal Ika philosophy, but customs or culture that exists in society today is not inclusive. Because it is dominated by certain communities with certain groups, then there needs to be a movement day to carry out the philosophical Bhinneka Tunggal Ika”.* (Informant 1, 2019).

The interview comments above show that the Indonesian Nation has the philosophy of Pancasila which is five pillars of belief as well as ideals that are founded on a more fundamental foundation called unity in diversity, which is a form of acknowledgment of diversity among humans. However, this is not in line with what is happening in the field or at a practical level. Many events do not reflect that we acknowledge a single diversity. It is precisely with this inclusive education that is expected to overcome this problem. At present teachers, schools and communities that have implemented inclusive education are more positive about individual differences while teachers or schools and communities that have not yet implemented inclusive education are more neutral towards individual differences. This shows that with education we can learn from others and respect each other.

## **Input**

In this study, input is seen based on various components, which consist of: students, teachers, curriculum, infrastructure, and management. The student component is analyzed based on the number of students with special needs, types of special needs, family background, and students' attitudes towards students with special needs. The teacher component is analyzed based on the teacher's background, and the teacher's attitude towards student diversity. The curriculum component is analyzed based on general curriculum and special curriculum. Components of infrastructure are analyzed based on the availability and accessibility of



facilities and infrastructure for students with special needs. The final analysis component is about how the school principal plans, organizes, conditions and evaluates the implementation of inclusive education in the school.

*“in my opinion, curriculum development for students with special needs is adjusted to the needs and abilities of each student by developing a special curriculum, by modifying the general curriculum to become a special curriculum that is an individual learning program...”*. (Teacher 1, 2019).

Based on teacher interview, in line with Chapter II on this study, curriculum development is in accordance with the needs and abilities of students. In curriculum development, it can be done with various models, including: 1) Model duplication, duplication means imitating or duplicating. 2) Model modification, modification means changing to be adjusted. 3) Substitution model, and 4) Eliminate model. The curriculum development model can be applied to components of objectives, content, process and evaluation. Mercer and Mercer (1989), argues that *"the individualization program refers to a teaching program where students work with tasks that suit their conditions and motivations"*. In line with the opinion stated by Lynch (1994), it is suggested that an individual learning program is a curriculum or a learning program based on the style, strengths and special needs of children in learning from the opinions expressed by the expert, it can be concluded that Elementary Schools 03 and 04 Jakarta have developed curriculum in accordance with the abilities and needs of students with special needs. In this study, the attitudes of normal children towards children with special needs in schools implementing an inclusive education form in the presentation of the data are described in the form of basic statistical tables. Table 1 below presents the highest score, lowest score, average, standard deviation, mode and median based on respondents in each class and overall.

**Table 1:** Data on Normal Child Attitudes Towards Children with Special Needs

Basic Statistics	Variable		
	Attitudes of Normal Children at Elementary School 03	Attitudes of Normal Children at Elementary School 04	Overall Normal Child Attitude
Average	139.8	136.93	138.31
Standard Deviation	12.15	12.75	13.11
Median	140.38	137.38	139.14
Mode	140.94	137.14	141.3
Maximum Score	160	161	161
Minimum Score	114	111	111

**Source:** Research finding, 2019

Based on data of 52 respondents with 34 statements, it is known that the highest value is 161 from the maximum score of 170, the lowest value is 111 from the minimum score of 34. Obtained an average value of 138.31 or 81.4%. After the results are obtained, an ideal average score is determined at 92.08. Based on the data obtained, respondents who obtained a score greater than the ideal average score or 92.08 were all respondents, as many as 52 people had positive attitudes. From these data it can be concluded that all respondents have positive attitudes towards children with special needs, while those who have negative attitudes towards children with special needs are absent. Overall obtained an average of 138.31 or greater than 92.08. This shows that the average respondent was positive towards children with special needs who were in a class with them.

So, it can be concluded that overall respondents can accept the existence of children with special needs different from them along with all the advantages and disadvantages they have, it is very visible that normal children have a very tolerant attitude towards children with special needs who are in the same class with them. The following, Table 2, is a basic statistical table overall from each of the respondent schools regarding parental attitudes towards inclusive education.

**Table 2:** Attitudes of parents towards inclusive education

Basic Statistics	Response		
	Elementary School 03	Elementary School 04	Total
Average	115,15	113,93	114,54
Standard Deviation	13,50	12,53	13,11
Median	115,75	115,5	115,3
Mode	117,6	118,7	117,3
Maximum Score	149	140	149
Minimum Score	87	80	80

**Source:** Research finding, 2019

Based on data of 160 respondents with 32 statements, it is known that the highest value is 149 or 93.1% of the maximum score of 160 namely respondent number 103, the lowest value is 80 or 50.0% of the minimum score of 32 is respondent number 12. Obtained an average value (mean) of 114.54 or 71.5%. After the results are obtained, the ideal average is determined to be 86.7 or 54.1%. Based on the data obtained, respondents who get a value greater than the ideal average or 86, 7 are 158 respondents or 98.7%, while respondents who score less than the ideal average are 2 respondents or 1.3 %. From these data it can be concluded that as many as 158 respondents or 98.7% showed positive attitudes towards inclusive education and 2 respondents or 1.3% had negative attitudes towards inclusive education. While overall obtained an average of 114.54 or greater than the ideal average of 86.7, this shows that the average respondent was positive about inclusive education. So, it can be concluded that in general respondents can accept the inclusive education system as an appropriate way to help children with special needs in getting a better education, and help 'normal' children accept all the differences that exist in each individual, so they become more tolerant. Parents will also support the process of inclusive education by accepting if children with special needs with children "normal" are in one class.

## **Process**

The learning process components that will be discussed in this study include; learning planning, learning implementation, and learning assessment.

### ***Learning Planning***

Achievement of goals can be seen from the extent to which the goals are achieved. In learning, the formulation of goals is very important. For that the teaching process must be planned. Assessment indicators for teaching planning are analyzed based on: making programs, planning class management, planning organizing materials, planning management

of teaching and learning activities, planning the use of learning resources, and planning assessments. The results of the full teaching planning assessment can be seen in the following Table 3:

**Table 3:** Teaching Planning Assessment

No	Rated aspect	Always		Often		Rarely		Never		Average Score
		F	%	F	%	F	%	F	%	
1.	Develop an annual program	21	100	0	0	0	0	0	0	4,0
2.	Develop semester programs	21	100	0	0	0	0	0	0	4,0
3.	Develop Lesson Plan	21	100	0	0	0	0	0	0	4,0
4.	Develop individual education progra	14	66,7	7	33,3	0	0	0	0	3,7
5.	Determine learning objectives according to students' needs & abilities.	6	28,6	15	71,4	0	0	0	0	3,3
6.	In addition to achieving learning objectives in the form of academic competencies but also social competencies.	18	85,7	3	14,3	0	0	0	0	3,8
7.	Determine the arrangement of classrooms in accordance with learning objectives	6	28,6	15	71,4	0	0	0	0	3,3
8.	Establish the subject to be taught	6	28,6	15	71,4	0	0	0	0	3,3
9.	Determine enrichment materials for smart students.	6	28,6	15	71,4	0	0	0	0	3,3
10.	Determine remedial material for children with special needs	4	19	5	23,8	11	52,4	1	4,8	2,6

11.	Determine learning strategies according to the needs of students with special needs.	4	19	5	23,8	11	52,4	1	4,8	2,6
12.	Determine learning media according to the needs of students with special needs.	4	19	5	23,8	11	52,4	1	4,8	2,6
13.	Determine the form of individual assessment of students with special needs	4	19	5	23,8	11	52,4	1	4,8	2,6
14.	Determine individual assessment tools for students with special needs	4	19	5	23,8	11	52,4	1	4,8	2,6
<b>Average Score</b>										<b>3,5</b>

**Source:** Research finding, 2019

Based on the table above, the assessment of learning plan in inclusive education programs has an average score of 3.5 in the good category. While for grading based on what is assessed, the aspect that has the highest value is the achievement of learning objectives in the form of academic competence but also social competence with a score of 3.8. Lesson plan is a learning plan made by the teacher for one or several meetings. For children with special needs special programs are often called individual education programs. That is an individual education plan created to meet the needs of students. Learning done for children with special needs is individual. With individual services the teacher needs to make an individual program as a guide for implementing learning. It was developed by special assistant teachers and class teachers without involving other disciplines or parents. Parents were only given a report that a student's need program was created and parents only ran or adjusted it to provide learning at home. The research also found examples of individual education programs made by teachers that included the child's identity, conditions of various aspects of development, short-term and long-term goals, programs to be run, and learning strategies that consisted of material, media, time, method, and place of implementation.

### **Learning Implementation**

Assessment indicators of the learning process are analyzed based on: communicating with students; implementing methods, learning resources, and materials; encourage students to be actively involved; managing time and space; evaluating; and fostering interpersonal

relationships. The results of the assessment carried out on the implementation of learning in schools implementing inclusive education can be seen from Table 4 as follows:

**Table 4:** Teaching Implementation Assessment

No	Rated aspect	Always		Often		Rarely		Never		Average Score
		F	%	F	%	F	%	F	%	
1.	In learning, learning materials according to the needs and abilities of students	12	54,4	9	45,6	0	0	0	0	3,4
2.	In the learning process children with special needs adapt to classroom conditions	11	52,4	10	47,6	0	0	0	0	3,4
3.	Carry out learning in accordance with student needs	4	19	5	23,8	11	52,4	1	4,8	2,6
4.	Use a variety of teaching methods.	11	52,4	10	47,6	0	0	0	0	3,4
5.	Use various learning resources.	1	4,7	15	71,5	5	23,8	0	0	2,8
6.	Provide assignments exercises with attention to individual differences.	11	52,4	10	47,6	0	0	0	0	3,4
7.	Provide opportunities for ABK to be actively involved.	2	9,5	13	61,9	6	28,6	0	0	2,6
8.	Give reinforcement to students to be actively involved	2	9,5	13	61,9	6	28,6	0	0	2,6
9.	Provide special exercises for students who are deemed needy	9	42,9	12	57,1	0	0	0	0	3,4
10.	Strive for students to help each other and motivate each other in learning.	9	42,9	12	57,1	0	0	0	0	3,4
11.	Manage classrooms according to student characteristics.	9	42,9	12	57,1	0	0	0	0	3,4

12.	Encourage other children to respect of students with special needs	17	81	4	19	0	0	0	0	3,8
13.	A cooperative learning approach that involves collaboration between students.	15	71,5	4	19	2	9,5	0	0	3,1
14.	Exchanging information between professionals dealing with students who need special education services.	1	4,7	9	42,9	1 1	52,4	0	0	2,4
15.	Explain the relevance of learning material to everyday life.	7	33,3	1 4	66,7	0	0	0	0	3,3
16.	Creating a cooperative learning atmosphere so that between students there is a mutually respectful relationship.	4	19	1 7	81	0	0	0	0	3,2
17.	Providing assistance to problems on difficulties faced by students	1	4,7	7	33,3	1 3	62	0	0	2,7
<b>Average Score</b>										<b>3,1</b>

Based on the above table, shows the assessment of the implementation of learning in inclusive education programs obtained an average score of 3.1 which is in the quite good category. The implementation of learning for children with special needs is done classically. However, on two days a week children with the need for individual education services are provided by a special assistant teacher. The placement strategy was not well regulated with some children with special needs as sitting behind accompanied by parents. Based on the results of interviews and observations of the implementation of learning, it was found that learning for children with special needs is equated with other children on the grounds that if distinguished from the others it will spend time and other children will be neglected so that currently children with special needs adjust to existing systems in class other than The teacher also feels that children with special needs in handling are the obligations of special teachers. Alternately, the implementation of the learning process for aspects of encouraging students to be actively involved and fostering interpersonal relationships, includes both categories because some teachers provide encouragement for children to be active and strive to encourage students to help each other and motivate each other in learning, They give

encouragement so the other children respect students with special needs, and encourage all students to work together and respect each other.

### Learning Assessment

The results of the assessment of the full learning outcomes assessment activity can be seen in the following Table 5:

**Table 5:** Assessment of Learning Planning

No	Rated aspect	Always		Often		Rarely		Never		Average Score
		F	%	F	%	F	%	F	%	
1.	The time spent in the assessment is extended	9	42,9	12	57,1	0	0	0	0	3,4
2.	The questions are adjusted to the material taught to students with special needs	9	42,9	12	57,1	0	0	0	0	3,4
3.	Evaluation is carried out in certain places	4	19	17	81	0	0	0	0	3,2
4.	Evaluations are carried out individually	4	19	17	81	0	0	0	0	3,2
5.	The evaluation is done verbally or the teacher reads the questions	4	19	17	81	0	0	0	0	3,2
6.	Evaluation uses special tools according to the needs of students	4	19	17	81	0	0	0	0	3,2
7.	Graduation standards are different	9	42,9	12	57,1	0	0	0	0	3,4
8.	Different reporting system	9	42,9	12	57,1	0	0	0	0	3,4
9.	Process and analyze evaluation results	0	0	7	33,3	14	66,7	0	0	2,3
10.	Classify the ability of students	0	0	7	33,3	14	66,7	0	0	2,3
11.	Identify the need for improvement and enrichment	9	42,9	12	57,1	0	0	0	0	3,4
12.	Develop improvement and enrichment programs	4	19	17	81	0	0	0	0	3,2

13.	Carry out repairs and enrichment	4	19	17	81	0	0	0	0	3,2
<b>Average Score</b>										<b>3,3</b>

Based on the table above, the assessment of the evaluation or evaluation of learning outcomes in inclusive education programs obtained an average score of 3.3 that is in the quite good category.

### **Product**

In this study, the output or product that is to be seen is the learning outcomes of students based on two aspects, namely, the academic aspects seen from the learning outcomes achieved by students and social aspects. Based on the results of interviews, observations and questionnaires, it can be concluded that for the development of its social aspects, it is very good, which initially indicates that children with special needs lack confidence and are still alone but later were hanging out with their friends. In the early days of inclusive education programs, normal children were still lacking, in the sense that they often mocked and refused to be friends and so on. However, now after having been given an explanation they want to accept that even other children prefer to play with children with special needs. So, with inclusive education they are more receptive to differences and understand the condition of their friends. Based on the questionnaire the attitudes of normal students towards children with special needs, it can be concluded that overall respondents accept the existence of children with special needs who are different to them along with all the advantages and disadvantages they have and here it is very visible that normal children have a very tolerant attitude towards children with special needs being in a class with them.

Assessment of the evaluation or evaluation of learning outcomes in inclusive education programs is in the good category. From the social aspect of inclusive education program products, it was found that normal students accept and even prefer playing with children with special needs. So, with inclusive education they are more receptive to differences and understand the condition of their friends. For the Directorate of Inclusive Education and the department of education in Jakarta, further research is suggested to provide further training for teachers on handling special needs children at schools providing inclusive education.

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