

EVALUATION OF THE IMPLEMENTATION OF INCLUSIVE EDUCATION POLICY IN ELEMENTARY SCHOOLS: A CASE STUDY IN BEKASI CITY

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ABSTRAK

Pendidikan inklusif merupakan wujud dari cita-cita pendidikan yang setara dan berkeadilan bagi seluruh masyarakat. Paradigma ini menganggap bahwa setiap anak, termasuk anak berkebutuhan khusus, memiliki hak yang sama untuk mendapatkan kesempatan pendidikan dan pengalaman sosial di ruang yang sama. Namun dalam faktanya, implementasi pendidikan inklusif dinilai masih belum optimal, terutama di Kota Bekasi. Penelitian ini berupaya untuk mengevaluasi implementasi kebijakan pendidikan inklusif pada jenjang sekolah dasar di Kota Bekasi. Evaluasi implementasi kebijakan pendidikan inklusif di sekolah dasar mengacu pada beberapa regulasi yang dikeluarkan oleh Pemerintah, terutama dalam Permendibud Nomor 70 Tahun 2009; serta Permendikbudristek Nomor 48 Tahun 2023. Kedua Peraturan Menteri di atas digunakan untuk menganalisis implementasi pendidikan inklusif pada jenjang sekolah dasar. Penelitian ini menggunakan metode kualitatif, dengan jenis studi kasus. Teknik pengumpulan data yang digunakan dalam penelitian ini adalah observasi dan studi dukomen. Hasil penelitian ini menunjukkan bahwa implementasi kebijakan pendidikan inklusif pada sekolah dasar di Kota Bekasi memerlukan evaluasi yang serius, meliputi: (1) minimnya pengetahuan dan pemahaman masyarakat yang berpengaruh pada keterlibatan mereka pada model pendidikan inklusif; (2) kompetensi guru terkait pendidikan inklusif dan modifikasi kurikulum yang berpengaruh pada tidak optimalnya proses pembelajaran di kelas inklusif; dan (3) perlunya percepatan pembangunan serta pengadaan sarana dan prasarana yang menunjang optimalisasi implementasi pendidikan inklusif pada jenjang sekolah dasar di Kota Bekasi.

Kata kunci: evaluasi, pendidikan inklusif, sekolah dasar, Kota Bekasi

ABSTRACT

Inclusive education is a manifestation of the ideal of equal and equitable education for all people. This paradigm assumes that every child, including children with special needs, has the same right to

educational opportunities and social experiences in the same space. However, in fact, the implementation of inclusive education is still considered not optimal, especially in Bekasi City. This study seeks to evaluate the implementation of inclusive education policies at the elementary school level in Bekasi City. The evaluation of the implementation of inclusive education policies in elementary schools refers to several regulations issued by the Government, especially in Permendibud Number 70 of 2009; and Permendikbudristek Number 48 of 2023. The two Ministerial Regulations above are used to analyze the implementation of inclusive education at the elementary school level. This research uses a qualitative method, with a type of case study. The data collection techniques used in this study are observation and study of data. The results of this study show that the implementation of inclusive education policies in elementary schools in Bekasi City requires serious evaluation, including: (1) the lack of knowledge and understanding of the community which affects their involvement in the inclusive education model; (2) teacher competence related to inclusive education and curriculum modifications that affect the non-optimal learning process in inclusive classrooms; and (3) the need to accelerate development and procurement of facilities and infrastructure that support the optimization of the implementation of inclusive education at the elementary school level in Bekasi City.

Keywords: *evaluation, inclusive education, elementary school, Bekasi City*

INTRODUCTION

Inclusive education is an educational practice that is explored from a philosophical predigma that views that every child, without exception, has the same right to educational opportunities and social experiences in the same space (Arriani, 2022). This view allows every child, including children with special needs (ABK), to have the right to receive education in public schools, just like other children around the world.

In Indonesia itself, inclusive education can be said to have only existed when Permendibud Number 70 of 2009 concerning Inclusive Education for Students with Disabilities and Has the Potential for Intelligence and/or Special Talents, was issued. The regulation is a new chapter for Indonesian humanitarian education, where all students with special needs can go to school together with

their normal friends in public schools. Before the regulation was issued, students with special needs generally only attended special schools with a limited number of exceptions (Hafiz, 2017).

After the issuance of Permendikbud Number 70 of 2009, practically every educational unit in the territory of the Republic of Indonesia is required to accept all students without exception, including those who have physical, emotional, mental, social disorders, or have the potential for intelligence and/or special talents. What is meant by students who have disorders are: (1) blind; (2) deafness; (3) speechlessness; (4) Stubbornness; (5) Blindness; (6) tunalás; (7) learning difficulties; (8) slow learning; (9) autism; (10) have motor disorders; (11) being a victim of drug abuse, illegal drugs and other addictive substances; and (12) the disabled (Permendikbud, 2009).

In its implementation, the state through the Regional Government at the City/Regency level is obliged to appoint 1 (one) elementary school, and 1 (one) junior high school in each sub-district and 1 (one) secondary education unit to provide inclusive education and must accept students who have physical, emotional, mental, social disorders, or have the potential for intelligence and/or special talents (Permendikbud, 2009).

Based on the constitutional mandate above, it can be understood that the one responsible for providing inclusive education so that the benefits can be felt by all Indonesian people is the Regional Government at the city/district level. Under its authority, the Regional Government at the city/district level has the task of coaching and supervising the designated or voluntary education unit to carry out inclusive education in the administrative area of the Regional Government (Permendikbud, 2009).

With the authority in the hands of the Regional Government, it is hoped that policies regarding inclusive education can be implemented properly and on target. However, even though regulations regarding inclusive education in Indonesia have been established since 2009, the fact is that its implementation has not been maximized. In the case of Bekasi City, for example, research conducted by Kodariah shows that the implementation of inclusive education policies in Bekasi City has not been implemented optimally. This is measured

based on: facilities and infrastructure in the management of inclusive education in regular schools that have not met standards, limited access to children with special needs in getting education, the absence of special assistant teachers (GPK) in educational units that provide inclusive education, and weak data collection from relevant agencies regarding matters related to the implementation of inclusive education in Bekasi City (Kodariah, 2017).

The implementation that is not optimal has an effect on the minimum number of students with special needs who are absorbed in formal education units, including at the basic education level. The data of students with special needs at the elementary school level in Bekasi City is still relatively low, which is only around 0.277% of the total number of students at that level (Ministry of Education and Culture, 2025). The data illustrates that the absorption of education units for students with special needs at the elementary school level in the Bekasi City area is still low.

Based on the data above, a comprehensive evaluation is needed regarding the implementation of inclusive education at the elementary school level in Bekasi City, so that the implementation of inclusive education as mandated by the constitution can be carried out optimally, for the realization of equitable education for all.

Evaluation itself is an effort to collect data, analyze and present information related to the evaluation object which will then be assessed by comparing it with the evaluation indicators that have been set, and the results obtained will in turn be used to make decisions about the values and objects that have been evaluated (Wirawan, 2016). In the context of this research, the object in question is the implementation of inclusive education at the elementary school level in Bekasi City.

This research will try to explore data and information to be able to elaborate on problems related to how inclusive education at the elementary school level in Bekasi City is implemented. The data and information compiled are then analyzed based on the evaluation principles that have been put forward by experts. Based on this background, the researcher is interested in conducting further research related to the implementation of inclusive education in elementary schools in the

administrative area of Bekasi City. The researcher hopes that the results of this research can be used by education policy makers in the Bekasi City area, especially those related to the implementation of inclusive education.

This study uses a qualitative method with a case study type. Qualitative research is research that examines objects naturally or as they are. In a qualitative approach, reality is seen as something complete, complex, dynamic, full of meaning and its symptoms are interactive (Sugiyono, 2017). Simply put, qualitative research is research that examines the object being researched as it is, without the intervention of the researcher.

Meanwhile, a case study can be understood as an in-depth research activity on *"a program, event, and activity, either at the level of an individual, a group of people, an institution, or an organization to gain in-depth knowledge about the event"* (Ridlo, 2015). The data in the case study research was obtained through several techniques, for example: (1) observation or observation; (2) interviews; (3) document studies including letters, program reports, research results, etc.; (4) the study of audio visual materials including videos, photographs, or electronic mails.

In this study, the technique that is predominantly used is document study, which is divided into two categories, namely primary documents and secondary documents. Primary documents are documents related to inclusive education regulations issued by state institutions, including Permendibud Number 70 of 2009 concerning Inclusive Education for Students with Disabilities and Have the Potential for Intelligence and/or Special Talents and Permendikbudristek Number 48 of 2023 concerning Proper Accommodation for Students with Disabilities in Formal Early Childhood Education Units, Basic Education, Secondary Education, and Higher Education.

The secondary documents include research results, program reports, and documents that can be reviewed in an effort to support evaluation activities related to the implementation of inclusive education at the elementary school level in Bekasi City. After the data from the two sources above are met, then a review and comparison will be carried out to the extent to which the implementation of inclusive education is carried out well at the elementary school level in Bekasi City.

DISCUSSION

There are several aspects that can be highlighted related to the implementation of inclusive education at the elementary school level in Bekasi City. These aspects include the absorption of educational units to students with special needs; curriculum, learning, and educators; as well as facilities and infrastructure that can support the maximum implementation of inclusive education at the elementary school level in Bekasi City. These aspects are described as follows.

1. Absorption of Education Units for Students with Special Needs

Referring to data from the Ministry of Education and Culture, the number of students with special needs absorbed at the elementary school level in Bekasi City, is known to be still very minimal with a processing rate of only about 0.277% of the total number of students at that level. The complete data of the sub-district is presented in the table below.

No	Kecamatan	Jumlah PD	PD Valid	Siswa Valid Berkebutuhan Khusus	Ketunaan Tunggal			Ketunaan Ganda		
					Total	Memenuhi Klasifikasi	Tidak Memenuhi Klasifikasi	Total	Memenuhi Klasifikasi	Tidak Memenuhi Klasifikasi
1	Pondokgede	6.144	6.122	6	5	1	4	1	1	0
2	Jatiasih	6.773	6.753	6	6	2	4	0	0	0
3	Bantargebang	2.616	2.600	3	3	2	1	0	0	0
4	Bekasi Timur	9.635	9.622	14	14	1	13	0	0	0
5	Bekasi Selatan	5.428	5.408	4	4	0	4	0	0	0
6	Bekasi Barat	6.624	6.610	46	45	0	45	1	0	1
7	Bekasi Utara	8.977	8.961	32	32	0	32	0	0	0
8	Jati Sampurna	3.954	3.923	18	18	1	17	0	0	0
9	Medan Satria	4.099	4.084	13	10	0	10	3	0	3
10	Rawalumbu	6.685	6.668	7	5	1	4	2	0	2
11	Mustika Jaya	7.327	7.310	45	45	4	41	0	0	0
12	Pondok Melati	3.593	3.583	5	4	0	4	1	0	1
TOTAL SEMUA		71.855	71.644	199	191	12	179	8	1	7

Figure 1. Data on Students with Special Needs at the Elementary School in Bekasi City as of July 2025

To calculate the comparison between capacity and absorption as a fact in the field, the following is highlighted data on the number of study groups at the elementary school level in Bekasi City:

Table 1. Data on Study Groups at the Elementary School in Bekasi City as of July 2025

Wilayah (Kecamatan)	Jumlah Rombel
Bekasi Utara	1,087
Bantargebang	315
Pondok Melati	400
Jati Sampurna	477
Medan Satria	504
Bekasi Selatan	627
Jatiasih	771
Pondokgede	786
Rawalumbu	802
Bekasi Barat	802
Mustika Jaya	828
Bekasi Timur	996
Total	8,395

The table above shows the data of students with special needs totaling 199 people. If we refer to the number of students in elementary schools in the Bekasi City area, which amounts to 8,395, the number of students with special needs absorbed in each group of educational units in Bekasi City is still very minimal. This conclusion was obtained after comparing it with Permendibud Number 70 of 2009 Article 5 Paragraph (2) which states that education units provide at least 1 (one) seat in each rombel for students with special needs.

Based on the above comparison, an evaluation is needed so that education units at the elementary school level in Bekasi City can absorb more students with special needs. Several factors such as the lack of socialization which has an impact on the lack of public understanding of inclusive education; public trust in the ability of educational units and educators to accommodate students with special needs in heterogeneous classrooms; and the lack of efforts to create a friendly school environment for children with special needs, contributing to the level of community involvement, especially parents with children with special needs (ABK) to enroll their children in inclusive schools (Tugiah & Trisoni, 2022).

Among some actions that can be taken by both the Regional Government and education units is to increase socialization related to inclusive education. Regional governments and education units, for example, can optimize the use of social media to provide information and education related to inclusive education. The purpose of this advertising is to provide understanding to the wider community, especially

parents with children with special needs, to send their children to inclusive schools. In addition, working with NGOs is a fairly realistic option. Local governments or education units can start establishing or increasing cooperation with school committees, Family Welfare Empowerment (PKK) groups, or informal and non-formal educational institutions. These community groups are the ones who are in direct contact with the community, including the elderly.

Education units must also be able to ensure that the implementation of inclusive education runs optimally, especially those that aim to ensure that they are able to accommodate the specificity of children learning in a heterogeneous environment. The education unit, in this context, must be able to ensure that the educational environment provided is an educational environment that is friendly to children with special needs, so that parents can be involved and give trust to schools that carry out inclusive education. With that capital of understanding and trust, a good relationship will be built between the community—which in this case is parents—and inclusive education units. In turn, this understanding and trust will also affect the absorption of inclusive education units to prospective students with special needs.

Curriculum, Learning, and Educators

Curriculum is an important aspect of education, including inclusive education. In an inclusive classroom, the application of the national curriculum in a learning should be modified based on the specificity of the students in it. This aims to provide appropriate learning based on the characteristics of students with special needs. Research by Safitri (2024) shows that the lack of understanding of teachers and elementary school principals regarding curriculum modifications in inclusive education units is the cause of the suboptimal implementation of inclusive education at the education unit level (Safitri & Fatmawati, 2024).

Such a condition can be understood to come from several policies that have not been fully implemented, both by the Regional Government and by education units. Policies that have not been optimally implemented are related to the provision of competent special supervisors (GPK), the lack of training provided to teachers related to the implementation of inclusive education, including curriculum

modifications (Mulyawan et al., 2024). Such conditions greatly affect the course of learning in the classroom in inclusive education units.

Without adjustments and modifications to the curriculum, students will experience learning obstacles, because of course the standards in the national curriculum are not in accordance with their capacity to have special needs. The absence of special supervisors (GPK) in any type of educational unit as outlined by Permendibud Number 70 of 2009 Article 10 Paragraph (1) also adds to the complexity of learning activities in an inclusive classroom. Classroom teachers who do not have sufficient competence tend to have difficulty in handling inclusive classes. Therefore, the presence of a special supervisor is a must.

Therefore, a serious evaluation of problems related to the curriculum, educators, and the implementation of learning in educational units at the elementary school level is needed. The optimization of teacher and principal training related to the technical aspects of inclusive education in elementary schools needs to be improved, so that the understanding of teachers and principals related to curriculum and learning becomes appropriate. In addition, the presence of special supervisors (GPK) is a big homework that must be immediately fulfilled by the Regional Government or educational units that carry out inclusive education. Without the presence of special personnel who have competence in accordance with the terrain at hand, it is impossible for the implementation of inclusive education to be optimal.

Supporting Facilities and Infrastructure

Based on research conducted by Kodariah (2017), the problem of the unavailability of representative facilities and infrastructure is one of the main factors why the implementation of inclusive education in Bekasi City has not been carried out optimally (Kodariah, 2017). This problem is experienced by most elementary schools in Bekasi City, both public and private. The issue of financing is a determining factor that causes constraints in the provision of facilities and infrastructure that support the implementation of inclusive education in Bekasi City. The lack of institutional finance and the lack of assistance from the Regional Government make educational units at the elementary school level unable to provide facilities and infrastructure to support educational activities for children with special needs in the field (Kodariah, 2017).

If referring to Attachment I of Permendikbudristek Number 48 of 2023, there are several facilities and infrastructure that need to be provided by inclusive education units, including:

Table 2. Facilities and Infrastructure in Inclusive Education

General Sarpras	Special Sarpras
<ol style="list-style-type: none"> 1. <i>ramp</i>/inclined plane/elevator; 2. a corridor that has been equipped with a road guide block; 3. disabled toilets; 4. handrail; 5. petunjuk braille; 6. sliding doors; 7. disabled parking; 8. building code; 9. audio, visual media, tactile media, and teaching materials; 10. identification and assessment rooms; 11. compensatory service rooms; 12. consultation rooms; 13. relaxation room; 14. intervention space; 15. remedial and enrichment service rooms; 	<ol style="list-style-type: none"> 1. wheelchairs and crutches; 2. self-help tools; 3. visual aids; 4. alternative communication tools (e.g. <i>Picture Exchange Communication System</i>); 5. media of introduction to the surrounding environment; 6. screen reader; 7. screen <i>magnifier</i>; 8. <i>portable Closed Circuit Television (CCTV)</i> color contrast; 9. Braille symbol; 10. <i>audio book, e-book</i>; 11. hearing aids; 12. audio meter; 13. speech therapy; 14. sign dictionary; 15. communication aids (objects/image symbols); 16. mobility aids (special wheelchairs, modified study chairs); 17. self-development aids (modification of daily necessities); 18. Accommodations for the reduction of auditory, visual and tactile distractions.

If you look at the table above, there are quite a lot of facilities and infrastructure that must be met by educational units that carry out inclusive education. The provision of these facilities and infrastructure certainly requires a large budget. Therefore, to maximize the implementation of inclusive education at the elementary school level in Bekasi City, an in-depth evaluation is needed regarding the provision of budget sources for educational units. The Regional Government as the party that has the authority and ensures the optimal implementation of inclusive education needs to formulate relevant policies related

to the education budget in Bekasi City, especially those related to the development and provision of representative facilities and infrastructure for the optimal implementation of inclusive education as mandated by law.

In addition, both the Regional Government and the education unit are expected to open the door to cooperate positively with social institutions in efforts to develop and procure facilities and infrastructure to support inclusive education. This means that flexibility is needed, especially in terms of financing regulations, so that the problem of the construction budget and the procurement of facilities and infrastructure to support inclusive education in Bekasi City can be overcome.

CONCLUSION

Based on the results of the research that has been described, it can be concluded that the implementation of inclusive education in Bekasi City requires a serious evaluation. Some aspects that need to be evaluated include, *first*, the lack of absorption of educational units at the elementary school level for students with special needs. This shows that there is still a lack of public knowledge and understanding of inclusive education which has an impact on the lack of involvement of parents with children with special needs to send their children to inclusive education units. *Second*, evaluation also needs to be carried out on related aspects, namely: curriculum implementation, learning process, and educators. Local governments need to improve the competence of educators related to inclusive learning which requires curriculum modification. The fact that there is a lack of understanding between principals and teachers regarding the implementation of inclusive education in learning needs to be taken seriously. After all, it is in that order that education comes into direct contact with students. *Third*, the development and procurement of facilities and infrastructure that support inclusive education at the elementary school level in Bekasi City also needs to be further encouraged. Because facilities and infrastructure have a vital role, both in social activities and the learning process for students with special needs, the development and procurement of facilities and infrastructure are important aspects that must be considered. Considering that this aspect of facilities and infrastructure requires a lot of money, financial regulations are needed that support related

institutions or educational units to explore sources of funds and spend them appropriately and efficiently. By evaluating the three aspects described above, the implementation of inclusive education at the elementary school level in Bekasi City is expected to be carried out optimally, so that the ideals of equal and equitable education for all Indonesian people can be realized.

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