Environmental Scanning: In Creating Strategic Planning for the Education of Persons With Different Ability

R D Mustika¹ and K P Rahmayanti²

¹ Department of Public Administration, Faculty of Administrative Science, Indonesia University; ² Department of Public Administration, Faculty of Administrative Science, Indonesia University

*Email: ¹rizkydefirmustika@gmail.com, ²krisnarahmayanti@ui.ac.id

Abstract. This study aims to do environmental scanning in order to identify factors that influence the education policy for difable group. The current condition indicates that Indonesia's Human Development Index (HDI) towards 2017 is ranked in 116th with a final score of 0.694 which is still relatively low. As an effort to improve HDI, Indonesia conducts human development through education as basic rights of every human being and as one of the public service products that must be obtained by the community including all Indonesian people, particularly people with different abilities and children with special needs (ABK). According to the Ministry of Education and Culture (2018) out of as many as 1.5 million people with different ability, only 300,000 crews who have become students in 2017. Thus, this condition is disadvantageous for 1.2 million ABK who cannot get proper education in Indonesia. The research utilizes the qualitative approach and data collection techniques through secondary data analysis. This study found out that there are several factors which impact the ability of all levels of government to build strategic planning in the education sector for difable group such as limitations and unequal commitments from local and national governments, limitations in implementing regulations, unequal opportunity to obtain sufficient livelihoods that affect the income they earned, exacerbated by unequal perspective regarding the need for quality education for people with different abilities, by which the people with different abilities has not been prioritized for education. In addition, the use of assistive technology in the field of education for persons with different abilities is very minimal in Indonesia, as well as geographical factors as the main determinant factors that influence the issue of education for persons with different abilities

Keywords: Basic Public Service, Inclusive Education, People with Different Abilities, Children with Special Needs

1. Introduction

Development in the educational field in Indonesia has been one of the top priorities, especially in recent years due to its being a fundamental element in the human aspects for the development. In 2017, the Human Development Index (HDI) in Indonesia was still at 0.694 categorized as the medium level, despite the fact that Indonesia is still ranked at 116 from about 180 countries [1]. The main legal framework for the educational field in Indonesia is regulated in the Law no 20 the year 2003 stating...
about the national education system. Education becomes basic rights of every human being and as one of the public service products that must be obtained by the community. Therefore, both fair participation and qualified education must be the main indicator of the implementation of SDGs in the education sector [2]. Referring to these arguments, education in Indonesia should be implemented inclusively by involving every element of the citizen without distinction (including the marginalized and those having special needs).

On one of the EFA’s Global monitoring report entitled “Reaching the Marginalized”, those who have special needs or people with different abilities/disable are recognized as one of the most implicit factors with a big impact in the marginalization of education [3]. Marginalization means an imbalance in the acquisition of opportunities in the economic, social and educational fields by a group of people [4]. In the context of this study, disable groups often do not have equal opportunities in the field of education, such as access to education and quality of education because disable groups have not become a priority group by the government. This condition is proven through statistical data which explains that as many as 6 million Indonesians who are disabled are 1.5 million people included as school-age children with only 300,000 children who have become students in 2017 [5]. In dealing with this issue, inclusive education can be one of the solutions applied in Indonesia for the inequality that occurs for all this time towards the people with different abilities.

Through inclusive education, the school can have an active role in creating and establishing an inclusive society. Inclusive education emphasizes the perspective of acceptance of the diversity that exists and embraces it as an important value of civil society whether in school, professional, cultural or in the community [6]. Inclusive education is not only the answer to problems in the education sector, but the impact will also cause ripple-effects to other sectors as well as social societies, economics, culture, and politics. However, in practice, inclusive education is still not optimal; this is proven by the imbalances that occur in the implementation of inclusive education that still does not meet the needs of Indonesian disable groups, especially children with different abilities. As the statistics revealed by the [5], there are still 1.2 million ABK/ children with different abilities who have not been able to get an education in Indonesia, even though education has been implemented in 23 provinces and 102 districts/cities in Indonesia with a total of 31,724 inclusive schools with 128,192 students [5]. Based on that condition, an evaluation must be carried through efforts to do environmental scanning of inclusive education. Therefore, this research question of this study is “what factors that influence the education policy for disable group?”. The purpose of this study is to do environmental scanning in order to identify factors that influence the education policy for disable group.

Environmental scanning (ES) is a process of identifying information about the external environment of organization. ES can be conducted through a PEST analysis, which is an acronym for Political, Economic, Social and Technology analysis as one of the tools for helping to illustrate the framework of macro-environmental factors in strategic management [7]. The paradigm of PEST analysis emphasizes the ability to adapt to the change of the macro environment to develop a strategy that can balance between the capabilities that already possessed and the existing conditions of the macro environment. PEST analysis is the media that becomes the evaluation stage of the strategic management process [8]. The development of the PEST analysis concept, which is PESTEL analysis, incorporates Environmental and Legal elements into the analysis of the macro environment. The focus of PESTEL analysis is to identify trends that occur in the macro environment. Here are some following explanations about the factors in the PESTEL analysis concept [9]:

1. Political factors can be categorized into three levels that are: 1. Supranational which covers the supervision of political aspects of another country. These aspects are necessary for the development of an appropriate strategy in adapting to the change in the political environment that might happen in the future time; 2. National, which includes the process of evaluating of a political condition inside the country itself that covers several policies, programs, activities and regulations that applied; and 3. Subnational that is supervision of political aspects of a districts or special region [8]. Identification of political factors includes government policies, resource allocation policies, needs, desires of stakeholders, support from interest groups and the influence or pressure of other
actors on an international scale, changes in power and relationships between actors or groups, and the direction of future political movements.

2. Economic factors can affect the multiple elements of weather in the region, national, or even global scope, including the economic situation of a societal group such as jobs, taxes, mobility, etc. Then, the economic situations and prospects of certain sectors that are discussed include conditions of infrastructure, availability of resources, the direction of economic trends, intervention from the government are also included in this factor.

3. Social factors cover the existing condition and situation of a society such as, general public health, education level, access to public services, and the public perception of a phenomenon that occurs. Besides, culture also takes an active role in this social factor, so is the historical aspect of a society or a nation, social change dynamics, knowledge and the attitude towards a certain issue, and the credibility of a mass and informational media such as newspaper.

4. Technological factor, which can map the change in the science and technological fields to understand the effect that may occur in a certain sector [10]. This includes access to technological marketing facilities, trends in the use of existing technologies, a potential for innovation, issues related to technology itself such as issues of patent ownership.

5. Environment factors, contextually relate to the issues of the natural environment. Such issues include the regulation of the natural environment, the effect of human activities to the environmental trends or forecasted futures around the developments in the realm of the environment, including geographical conditions.

6. Legal factors, emphasizes on the existing or future regulations related to the human rights, the impact of existing regulations on other relevant factors and on society, international agreements, regulations being made or the possibility of changes in regulations and ethical issues in society.

An inclusive education policy urges suitable governance in the policy-making process. This paper aims to analyze current factors that may hinder the existence of collaborative governance of the education policy particularly for people with different ability.

2. Methods
The methodology in this research utilizes the qualitative approach allowing the researchers to explore the meaning of a social phenomenon and make interpretations of the data collected [11]. Based on its purpose, this research is considered as a descriptive study aiming to provide an in-depth description of a situation, activity, social condition or relationship with contextual understanding [12]. In this context, the research focuses on analyzing the factors that influence the strategic planning approach in the education sector for people with different ability in Indonesia. Data collection techniques are conducted through secondary data by literature studies including books, newspapers, scientific journals, previous research results, various documents of agencies and institutions such as United Nations, UNICEF, UKAid Department for International Development, and Ministry of Education and Culture relevant to the PESTEL analysis theory. Data analysis is conducted by applying descriptive analysis to exploit and describe the data that has been collected from the mentioned sources regarding a social phenomenon which is education for Persons with Different Ability in Indonesia. Hence, this study is done by breaking down each factor of the PESTEL analysis and looking at the reality of education for Persons with Different Ability in Indonesia regarding to each and every factor determined in the theory to then describe the information comprehensively.

3. Results and Discussions
Education for those who have different abilities had already become a national agenda in many countries, even globally. In Indonesia, inclusive education is the national commitment to the international agreement declared in The Salamanca Statement and Framework for Action on Special Needs Education by the year 1994 carried out by UNESCO. Inclusive education is one of three approaches on educating children with special needs [3], the differences between the three approaches are as follows: 1) Segregation, is education for children with special needs (Anak Berkebutuhan Khusus
in Bahasa /ABK) which is carried out through the provision of special schools such as “Sekolah Luar Biasa” (SLB) or home -schooling; 2) Integrated education, is an education process carried out in public schools, but there is a class or special unit for ABK; 3) Inclusive education, is an ABK education effort carried out effectively in public schools whose systems have been adapted to meet the needs of all Persons with Different Ability (PWDs) and Persons without Different Ability students. The preferred system for ABK includes providing facilities such as assistive technology that is needed in sign language and other methods to be ascertained that both students have the same educational accessibility [13].

However, in fact, all-inclusive education for Persons with Different Ability in Indonesia has not obtained the same opportunity to obtain an education. The following is the result of the analysis of factors influencing strategic planning approach in education for Persons with Different Ability based on the theory used in this research, such as:

1. Political factors. The political factors that can affect the education sector in Indonesia are government policies, support or pressure from certain societal or interest groups, and existence of actors who involved in the development of educational sector for people with different abilities in Indonesia. In reality, several obstacles are portrayed in the field of inclusive education, including the distribution of the Indonesia Smart Card (KIP) as a tool from the Smart Indonesia Program (PIP) that has not been well targeted and has not yet been distributed specifically to community groups with middle to lower economic conditions and Children with Special Needs (ABK). However, the two groups are the highest school dropout group in Indonesia. ABK also experiences obstacles to accessing education because of the uneven and minimal existence of inclusive schools compared to regular schools in Indonesia [14]. In addition, the constraints are also experienced in the provision of human resources which are the limited number of Special Facilitator Teachers (GPK) in Indonesia compared to the number of ABK itself. At the level of junior high school education (SMP), in Indonesia, there are as many as 24,985 ABK with only 1,101 GPK [15]. This condition triggers the majority of ABK to not get GPK for their education appropriately. Then the number of schools available is fairly minimal compared to the number of ABK in Indonesia. In implementing special education, teachers who can guide ABK are obviously needed, considering several special competencies that must be owned by a GPK in guiding children with special needs.

2. Economic Factors. The economic factor becomes one of the most important aspects and has a huge impact on education or any field. From the government point of view, the education sector has been one of the priority in the national budget of Indonesia (APBN) which the portion of the allocation is one the fifth or 20% of all the budget owned by the Indonesian government, and carried out since 2009. In 2017, President Joko Widodo gave instructions to the Indonesian government to form sovereign wealth fund (dana abadi) to ensure the effectiveness and rightfulness of the budget allocation [16]. Contradictory to the big budget, the development of Indonesian education is still not progressive enough to help improve the quality of human resources in Indonesia. Poverty becomes the cause of the consequences as experienced by Persons with Different Ability [3]. Based on these arguments, the conditions experienced by Persons with Different are often associated with long-term poverty because Children with Special Needs (ABK) often do not have the opportunity to obtain sufficient education that affecting their livelihoods such as low income caused by the lack of skills and the job market for people with these conditions is practically non-available. ABK with an adequate educational background tend to get a job easily as they have the ability and knowledge that can support when doing their jobs. Persons with Different Ability in Indonesia are still considered to have limitations. Thus, this group of people with disabilities often considered belongs to the lower-class society. The economic conditions possessed by Indonesian difable groups can be seen through the 2013 Basic Health Research (Riskesdas) statistical data which states that the gap that occurs is illustrated by the Difable Group Ownership Index in the lowest group at 15.2 percent and only in the top 8.3 percent [17]. Therefore, the data implies that the prevalence of difable is higher on the lower ownership index.

3. Social factors. Demographic conditions in Indonesia continue to change. Regarding the difable group, according to the results of the 2018 Basic Health Research (Riskesdas), the proportions of
persons with different abilities based on their age distribution are as follows: 1) Ages 5-17 is 3.3 percent; 2) Age 18-59 years is 57.6 percent; 3) Age ≥60 is 2.6 percent [18]. It can be seen from these data which the majority of disabling groups are at 18-59 years of age who are classified as productive age. Under these conditions, there are a variety of perceptions regarding individuals with different abilities among Indonesian society. Indonesian people tend to judge that Persons with Different Ability is a burden for a family, the condition of the disabled is also a burden for individuals who have it. If viewed from the education acquisition figures, the average education obtained by Persons without Different Ability is 6.5 years while for Persons with Different Ability (moderate level) is only 4.4 years while for those with a severe condition is only 2.8 years [19]. This inequality is due to perceptions that have developed in the community where Persons with Different Ability is considered for not having the opportunity to have a job with high income. Besides, access to education for people with disabilities is still difficult encouraging families from disabling groups to be reluctant to send their family members to school [19]. Thus, there is a duty to change perceptions held by the community towards the disabling group. This is not easy task due to the stigma about disabling groups having various limitations since the past attached to almost every single individual in the community.

4. **Technological factors.** In implementing inclusive education, various support systems such as technology that are used as learning media should also be adapted to the needs of all students. In optimizing the teaching and learning system for Persons with Different Ability, there is a technology called 'assistive technology' as an adaptive and rehabilitative tool for Persons with Different Ability (including technology to support the difficulties experienced by groups of people with disabilities) [20]. The use of assistive technology in inclusive education emphasizes is aimed to help the learning process; thus, ABK can get the same knowledge as non-ABK. In Indonesia alone, the use of appropriate facilities and infrastructure in the implementation of education in Indonesia has never been on the side of people with disabilities. The Chairperson of the Indonesian Disability Association (PPDI) argues that access to facilities and infrastructure facilities to education is still minimal, especially in the municipalities [21]. The technology used is not yet innovative enough, only maintaining supporting facilities that have been previously owned.

5. **Environmental factors.** The dominating environmental factors in relation to the issues discussed in this paper are geographical conditions. Indonesia is an archipelagic country where the infrastructure development has not yet been completed in all corners of the region; therefore, there are still many locations in this country that have not been reached by development itself, including in the education sector. People with different abilities in many rural communities do not have access to inclusive schools because their existence is still practically non-existence in various regions [21]. This access can be caused by various things, such as the absence of transportation and access to the location, lack of road infrastructure to schools, geographical conditions that include the land, the shape of the region and geographical factors that do not support the government to hold inclusive schools in various parts of Indonesia.

6. **Legal factor.** Equitable education becomes part of the mandate of the constitution of 1945 in the Indonesian Constitution, especially in Article 28C, paragraph (1) stating that “everyone has the right to develop themselves through fulfilling their basic needs, the right to receive education and to benefit from science and technology, art and culture in order to improve their quality of life and for the welfare of humanity”. From these regulations, the even distribution of education must reach the entire community regardless of the difference in the physical and mental state of a person, economic, social or geographical conditions. Continuing the basic regulation, in order to support equal opportunity to have education, the Indonesian government issued Ministerial Regulation No. 70 of 2009 concerning Inclusive Education for Persons with Disabilities which was later supported by Law Number 8 of 2016 about Persons with Disabilities. The regulation is expected to support the implementation of inclusive education in Indonesia in order to improve the quality and accessibility of the entire community towards education so that Indonesia has quality human resources. Even so, the basic regulations in the process of implementation are still met with various
limitations. The limitation concerning the regulation still does not reach all regions in Indonesia. The central government has not socialized inclusive education comprehensively, and there has not been a unified understanding about inclusive education itself between the central and local government. Therefore, there is a risk that local governments do not understand or have different perceptions about inclusive education leading to the lack of regional regulation, regulation of governor, regulations of regents / mayors [22]. This also encourages regional governments to neglect inclusive education as one of their main agendas or priorities. Consequently, local government budget/APBD do not allocate such program.

4. Conclusion
The result of this study based on the theory of PESTEL Analysis concludes that several factors influence the government in the preparation of strategic planning in the education sector for the people with different abilities. In the political and legal fields, there are limitations and unequal commitments from local and national governments, specifically in the political sphere, tools from the Smart Indonesia Program (PIP), which is the Smart Indonesia Card (KIP has not been right on target and has not yet been distributed specifically to community groups with middle to lower economic conditions and Children with Special Needs/ABK). In the economic field, it was found that Children with Special Needs (ABK) often did not have the opportunity to obtain sufficient livelihoods; thus, the income they earned was also low. Furthermore, in the social sector, it was found that there was an unequal perspective regarding the need for quality education for people with different abilities. In general society, people with different abilities has not been prioritized for education. Then, in the field of technology, the use of assistive technology in the field of education for persons with different abilities is very minimal in Indonesia. In the field of environment, geographical factors become the main determinant factors that influence the issue of education for persons with different abilities.

References
[1] United Nations Development Programme, "Human Development Indicators," 15 07 2018. [Online]. Available: http://hdr.undp.org/en/countries/profiles/IDN#. [Accessed 24 02 2019].
[2] Education International, "Equitable Quality Education: a Precondition for Sustainable Development," Retrieved: 27 1 2019. [Online]. Available: https://sustainabledevelopment.un.org/content/documents/3721education2.pdf
[3] Department for International Development UKAid, "Educating Children with Disabilities," Department for International Development UKAid, United Kingdom, 2011.
[4] Alfitri, Pembangunan Masyarakat Marginal, Palembang: UNSRI Press, 2016.
[5] Ministry of Education and Culture , "Tantangan dan Upaya Meningkatkan Pendidikan Inklusi," 24 11 2018. [Online]. Available: http://pklk.kemdikbud.go.id/portal-utama/read-news/Tantangan-dan-Upaya-Meningkatkan-Pendidikan-Inklusi. [Accessed 26 01 2019].
[6] Directorate General for Development Cooperation, "Inclusive Education for Persons With Disabilities and Development Cooperation," Directorate General for Development Cooperation, Rome, 2015.
[7] D. A. Gupta, "Environmental and pest analysis: An approach to external business environment," Merit Research Journal of Art, Social Science and Humanities, vol. 1, no. 2, pp. 013-017, 2013.
[8] T. S.-B. a. D. Galea, "PEST Analysis," in Wiley Encyclopedia of Management, Chichester, John Wiley & Sons, Ltd, 2014, p. _.
[9] UNICEF, "SWOT and PESTEL: Understanding Your External and Internal Context For Better Planning and Decision-making," 7 2 2019. [Online]. Available: https://www.unicef.org/knowledgeexchange/files/SWOT_and_PESTEL_production.pdf.
[10] J. Tribe, "Chapter 4: The External Environment: PEST," in Strategy for Tourism, Oxford, Goodfellow Publishers, 2008, p. 69.
[11] J. W. Creswell, Research Design: Qualitative, Quantitative, and Mixed Methods Approaches, United States of America: SAGE Publications, Inc, 2014.

[12] W. L. Neuman, Basics of Social Research: Qualitative & Quantitative Approaches, Harlow: Pearson Education Limited, 2014.

[13] S. D. Kamga, "Inclusion of learners with severe intellectual disabilities in basic education under a transformative constitution: a critical analysis," The Comparative and International Law Journal of Southern Africa, vol. 49, no. 1, pp. 24-52, March 2016.

[14] U. N. Fadhilah, "Ini Tujuh Masalah Pendidikan di Indonesia Menurut JPPI," 03 05 2017. [Online]. Available: https://republika.co.id/berita/pendidikan/eduction/17/05/03/opchjr354-ini-tujuh-masalah-pendidikan-di-indonesia-menurut-jppi. [Accessed 24 01 2019].

[15] Ministry of Education and Culture, "Gambaran Sekolah Inklusif di Indonesia: Tinjauan Sekolah Menengah Pertama," Kementerian Pendidikan dan Kebudayaan, Jakarta, 2016.

[16] B. C. A. Nursyifani, "FOKUS APBN 2018: Dari Infrastruktur Prioritas Hingga Pengentasan Kemiskinan," 05 04 2017. [Online]. Available: https://ekonomi.bisnis.com/read/20170405/9/642786/fokus-apbn-2018-dari-infrastruktur-prioritas-hingga-pengentasan-kemiskinan.

[17] Ministry of Health Republic of Indonesia, "Buletin Jendela Data & Informasi Kesehatan, Semester 2," Kementerian Kesehatan RI, Jakarta, 2014.

[18] Bureau of Communication and Community Services, Ministry of Health of the Republic of Indonesia, "Depkes.go.id," 2 11 2018. [Online]. Available: http://www.depkes.go.id/article/view/18110200003/potret-sehat-indonesia-dari-riskesdas-2018.html.

[19] L. C. Suarez and D. Contreras, "Disability in Indonesia: What can we learn from the data?," The Australia Indonesia Partnership for Economic Governance, Melbourne, 2017.

[20] F. K. Ahmad, "Use of Assistive Technology in Inclusive Education: Making Room for Diverse Learning Needs," Transcience, vol. 6, no. 2, pp. 62-77, 2015.

[21] R. L. Sulistyawati, "Sarana Prasarana Pendidikan Penyandang Disabilitas Minim," 3 12 2018. [Online]. Available: https://www.republika.co.id/berita/nasional/umum/18/12/03/pj5xxk384-sarana-prasarana-pendidikan-penyandang-disabilitas-minim.

[22] Ministry of Education and Culture, "Tantangan dan Upaya Meningkatkan Pendidikan Inklusi," 24 11 2018. [Online]. Available: http://pklk.kemdikbud.go.id/portal-utama/read-news/Tantangan-dan-Upaya-Meningkatkan-Pendidikan-Inklusi. [Accessed 26 01 2019]