

## **The Problems in the Implementation of Inclusive Education in Primary Schools**

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**Abstract:** Inclusive education is an educational service that provides opportunities for children with SEN to attend regular schools with their peers. Inclusive education is also a form of Education for All. The implementation of inclusive education has been implemented at the primary school level. However, in its implementation, inclusive education still finds problems. The purpose of this study was to analyze the problems of implementing inclusive education in primary schools. This research study goes through three stages: determining the scope that will focus on the research, determining the urgency and novelty of the research, and determining the research formulation and objectives. A total of sixteen journal articles from 2011-2020 with the topic of problems in implementing inclusive education in primary schools. This literature is collected through the Google Scholar database. Based on the current literature review, the problems that exist in the implementation of inclusive education in primary schools are found in the aspects of teacher understanding or skills in teaching SEN students, school infrastructure, student attitudes with the presence of SEN students in the same class, the role of parents, implementation of learning and curriculum development, fees procurement, and cooperation with various parties.

**Keywords:** Inclusive Education, Primary School, Education for All

### **INTRODUCTION**

Inclusive education is an educational service that provides opportunities for children with special needs to attend regular schools with their peers (Darma & Rusyidi, 2015). In general, inclusion is education for all or Education for All (Al Kahar, 2019), so there are no more limits for children with special needs in getting quality education (Hasna et al., 2019). Inclusive education is a school that accepts all students in the same school and places children with special needs in regular classes (Fitria, 2012; Rofiah, 2022). Inclusive education also requires that all children with special needs be served at the nearest school and attend regular schools with friends of their age with facilities that suit their needs (Triutari, 2014).

The implementation of inclusive education has currently been carried out in various cities in Indonesia (Agustin, 2019). One of the factors for implementing inclusion is because there are still children with special needs who are not in school and because the school distance is far. Therefore, every sub-district is required to have inclusive schools at every level of education, one of which is at the primary school level (Anjarsari, 2018). However, in its implementation, there are still many problems in inclusive schools in primary schools. These problems occur in several aspects of the implementation of inclusive education. Problems in

the aspect of implementing inclusion can hinder the implementation of good and comfortable inclusive education for students with special needs in inclusive schools. So analyzing the problems of implementing inclusive education can also be a tool to make it easier to solve these problems.

Based on the above explanation, this study aims to analyze problems related to implementing inclusive education in primary schools based on literature studies. The current study is crucial in implementing inclusive education because there are currently many problems that occur, one of which is in inclusive schools at the primary school level.

**METHOD**

The method used in writing this article is a narrative review, namely research conducted by summarizing several research results and comparing them to produce a holistic interpretation. This study critically reviews the knowledge, ideas, or findings contained in the body of academic-oriented literature (Cooper 2010).

The stages of narrative review research (Gasparyan et al., 2011) consist of three stages. The first stage is to determine the scope that will focus on the research to be formulated into a research title, determine the urgency and novelty of the research, and determine the formulation and research objectives. The main intervention studied in this scientific research is the problems in inclusive schools at the primary school level.

Second, conduct a literature search with keywords that are relevant to the research topic. The search for publication articles was carried out on Google Scholar with the keywords: problems of implementing inclusive education in primary schools. The articles used are literature published in 2011-2020. The criteria for the journals reviewed are national and international journal articles with subjects/problems in inclusive schools. The third stage is writing the findings. The articles that meet the criteria are analyzed. The articles' summaries are shown in Table 1, and the methods for selecting the eligible articles can show in Figure 1.

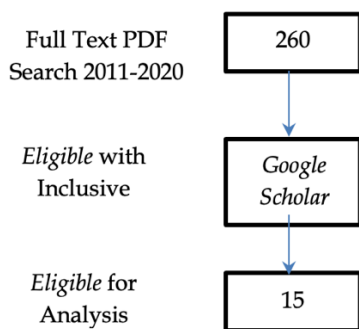


Figure 1 Article Selection Scheme

**RESULT AND DISCUSSION**

**Result(S)**

Problems with the implementation of inclusive education still occur at various levels of education, one of which is at the primary school level. These problems occur not only in one aspect of implementation. Based on the research, implementation problems occur in eight aspects of inclusive implementation: new student selection, special educators, early identification, curriculum development, learning activities, and special teaching materials for students with special needs. Learning material has not been adapted to student abilities, implementation screening and evaluation are still inappropriate (Wanuri, 2018). This research is reinforced by various other studies in different inclusive primary schools. The lack of understanding of teachers on learning for children with special needs, special guidance teachers who have a non-special education educational diploma, and the lack of educators who

handle special needs children in schools are also problems in implementing inclusive education. occurs in primary schools (Wati, 2014; Sari, 2012; Widyawati, 2017; Anjarsari, 2018; Yasa and Julianto, 2018; Agustin, 2019; Khotimah, 2019; Dewi et al, 2020).

In addition, based on several studies, it is also stated that implementing inclusive education in primary schools is in the aspect of facilities and infrastructure. Many schools do not have adequate facilities and infrastructure to provide appropriate facilities for children with special needs in inclusive schools. (Wati, 2014; Agustin, 2016; Mila, 2016; Anjarsari, 2018; Yasa and Yulianto, 2018; Khotimah, 2019; Agustin, 2020; Dewi et al, 2020). The lack of facilities and infrastructure includes the absence of source classes, not having braille books, special play facilities, special toilets, and many other supporting facilities that are not yet available in schools (Yasa and Julianto, 2018; Anjarsari, 2018; Agustin, 2020, Agustin, 2019). One factor causing problems related to facilities and infrastructure in inclusive primary schools is the limited funds to complete these facilities (Agustin, 2016).

**Table 1. Implementation Problems in Inclusive Primary Schools**

Author (s)	Findings
Agustin, I (2016)	Constraints from the inclusive education program are education funding, some facilities and infrastructure are not adequate, and the lack of assistant teachers.
Agustin, I. (2019)	The lack of teacher competence in dealing with students with special needs, and the lack of teacher abilities in the learning process, the unavailability of resource space for providing special services for students with special needs, and the absence of a plus curriculum for various types of students with special needs that have diverse characteristics. Lack of parental concern for students with special needs and cooperation from various parties such as the community, professional experts, and the government.
Agustin, I. (2020)	The lack of knowledge of teachers in understanding local sign language in deaf students, lack of knowledge about the preparation of Individual Learning Programs, limited learning media, facilities and infrastructure, facilities, books that support the learning process are not fulfilled.
Alquraini, T., & Gut, D. (2012)	<ul style="list-style-type: none"> <li>• Inclusion for students with special needs requires much effort to accommodate and adjust, such as adjusting the curriculum, modifying facilities and infrastructure, and using supporting technology in learning,</li> <li>• The successful inclusion of students with special needs emphasizes the need for knowledge and skills to teachers, service providers, parents, and administrators.,</li> <li>• These stakeholders must have specific knowledge and understanding of the needs of students with special needs, such as teaching techniques and curriculum strategies, and other components that can prepare students with special needs to become responsible individuals, lesson plan and increase participation of all children in inclusive school</li> </ul>
Anjarsari, A. D. (2018)	<ul style="list-style-type: none"> <li>• Many educators have not made modifications, omissions, substitutions, and duplications in learning materials, strategies, and learning media.</li> <li>• Most of the facilities and infrastructure in inclusive education providing schools are still inadequate. There are still schools that do not have braille books for blind students. Adaptation to the physical environment is also still minimal.</li> </ul>
Dewi, D. E. C., Zubaidah, Z., Lubis, E., & Syaputra, E. (2020)	<p>The implementation of inclusive education in Bengkulu still has obstacles, namely:</p> <ul style="list-style-type: none"> <li>• Lack of teacher resources in school inclusion programs.</li> <li>• There are still inappropriate policies carried out by schools in the application of inclusive education</li> <li>• The lack of facilities and infrastructure to support inclusive education.</li> <li>• The absence of a special curriculum and learning tools</li> </ul>
Khotimah, H.	Educators who are less competent in their fields, the number of students with special needs are overloaded, the facilities and infrastructure that support the learning process

Author (s)	Findings
(2019)	are still very lacking, and the school finds it difficult to modify the existing curriculum and the lack of support parents and the surrounding community.
Milla, I. (2016)	Learning support facilities are still inadequate, and learning and material are not achieved.
Riyana, T. A. (2017)	Meeting the needs of students with special needs in inclusion is the responsibility of the central and local governments and the responsibility of parents in the selection of education for students with special needs.
Sari, W. Q. (2012)	<ul style="list-style-type: none"> <li>• Programs that should be prepared and implemented by relevant parties such as identification, assessment, service programs, lesson plans, and individual learning programs are not implemented properly.</li> <li>• Special guidance teachers are not from Special Education graduates or who know knowledge related to children with special needs</li> <li>• Special guidance teachers only accompany one child out of 30 students with special needs recorded at school</li> <li>• The lack of facilities and infrastructure in schools is not followed up firmly by the principal</li> </ul>
Wanuri P, D, S. (2018)	<ul style="list-style-type: none"> <li>• Special guidance teachers do not accompany the implementation of new student selection</li> <li>• The lack of special educators makes the assistance of students with special needs less than optimal</li> <li>• Implementation of initial identification on new student selection has not been maximized due to the absence of special guidance teachers.</li> <li>• There is no curriculum development yet.</li> <li>• There is no plan for learning activities and special teaching materials for students with special needs</li> <li>• The material has not been adjusted to the student's ability</li> <li>• Schools have not carried out regular screenings</li> <li>• The evaluation question is still not appropriate.</li> </ul>
Wati, E (2014)	Problems in implementing inclusive education at SD Negeri 32 Banda Aceh include education financing, facilities, and infrastructure, and the lack of special assistant teachers.
Widodo, A., & Saptini, N. (2020)	Children with special needs are difficult to control their emotions. Their behavior tends to be annoying, difficult to advise, ignore orders, oppose orders, low interest in learning, and act as they please.
Widyawati, R. (2017)	Constraints of the inclusive education program are education funding, some facilities and infrastructure are not adequate, and the lack of accompanying teachers.
Yasa, R. B., & Julianto, J. (2018)	Constraints felt in carrying out inclusive education. These include inadequate infrastructures such as special play facilities for students with special needs, special stairs or special toilets, teacher's minimal understanding of the differentiated curriculum for students with special needs, and minimal teacher knowledge of how to apply students with special needs, and less cooperative parents.
Yu, L., Su, X., & Liu, C. (2011)	<ul style="list-style-type: none"> <li>• Teachers are still not sure about the success of the inclusion program in improving the ability of students with special needs</li> <li>• Lack of availability of professional teachers in teaching students with special needs in inclusive schools in China</li> <li>• The lack of national standards still severely limits the quality of special/inclusive teachers and poses a significant obstacle to improving the quality of special education in China</li> <li>• China does not have a system to accredit teacher training institutions.</li> </ul>

Another problem related to the implementation of inclusive education in primary schools is the problem in the teaching and learning process. There are still many teachers who have not been able to provide learning media, prepare lesson plans, individual learning programs, modify curriculum, modify learning. They can make omission, substitution, and duplication according to the needs and abilities of students with special needs (Yu and Liu, 2011; Anjarsari, 2018; Agustin, 2020; Dewi et al., 2020). Problems related to the learning process also occur if, in practice, students with special needs sometimes show different class attitudes. Sometimes they seem difficult to control their emotions, tend to interfere in class, ignore teacher orders, have low interest in learning, and sometimes act as they please in class (Widodo & Saptini, 2020 ). Problems related to the teaching and learning process can make learning unattainable for students with special needs in inclusive primary schools (Mila, 2016).

Another factor that becomes a problem in implementing inclusive education is the lack of support from parents in implementing inclusive education in primary schools. Parents also have a responsibility in selecting education for students with special needs (Riyana, 2017). So that parents must be cooperative, student learning is the teacher's responsibility at school, but parents need to repeat or teach back to students at home (Yasa and Julianto, 2018). The lack of cooperation from various parties. The community, professional staff, and the government is also a problem in the implementation of inclusive education in schools because the success of implementing inclusive education cannot be separated from the role of various parties, ranging from the school, parents, community, experts, and the government (Agustin, 2019; Dewi et al., 2020). The other results are preparing the implementation of inclusive education. Many things must be prepared and pursued the benefit and success of implementing inclusion, such as teacher knowledge and skills, supporting facilities and infrastructure, curriculum modification, and involvement of related parties such as people, parents, government, and society (Alquraini & Gut, 2012).

### **Discussion(s)**

Implementing inclusive education services comes from various aspects, namely facilities and infrastructure, students with special needs, special guidance teachers, classroom teachers, parents, curriculum, and costs (Amka & Kusumastuti, 2019). In another case, the educational facilities and infrastructure are important resources supporting the schools' learning process (wulan & Sanjaya, 2022). The success of educational programs in schools is strongly influenced by educational facilities and infrastructure owned by schools and by optimizing their management and utilization (Fuad & Martin, 2016; Chaitee, Mallick, Arefin, & Popy, 2020).

The limited cost of the school has an impact on the lack of facilities and infrastructure owned. That limited is a challenge for the government to provide assistance related to facilities for inclusive schools (Konza, 2008). In this case, the principal can propose submitting funds to the relevant government. Smooth communication between schools and the government is expected to impact the implementation of inclusive schools positively. Thus children with special needs get the best service (Pratiwi, 2016).

A problem was found in schools with the number of students with special needs being overloaded. That problem happened due to the lack of good preparation from the school when implementing new student selection. The results showed that in 10 classes providing inclusive education, the number of students with special needs varied from 1 to 4, where classes with two students with special needs were the most common. At the same time, the total number of students is at least 20 and at most 46. Generally, classes with special needs students have more

than one teacher; namely, one main teacher is assisted by an assistant or special teacher, but some only have one teacher. If there are students with special needs in the classroom, an ideal situation is classroom teachers and special teachers for learning activities. The special teacher should be a teacher who has an extraordinary educational background (Special Education) who acts as a consultant teacher for classroom teachers (Sunanto, 2016)

The vacancy of special guidance teachers in inclusive schools will have a significant impact/impact on the successful implementation of inclusive education in these schools. The most significant impact is experienced in the learning of children with special needs. With the unavailability of special tutors, the needs of students with special needs cannot be appropriately served and maximally, especially the need for compensatory knowledge. Students with special needs do not get suitable facilitators/mediators to discover and develop their potential because their classroom teachers do not have the competence and understanding of children with special needs (Kartini & Aprilia, 2022). In addition to the impact on students with special needs, it also impacts the management of inclusive schools. In the absence of special guidance teachers, schools are missing an essential component in implementing inclusive education because special guidance teachers are the only teachers who can understand the needs and how to handle students with special needs in developing the potential of students with special needs. Because of that, the work program for the implementation of inclusive education cannot be carried out optimally without special guidance teachers (Zakia, 2015).

To overcome the impact caused by the unavailability of special guidance teachers in inclusive schools, as stated in the Tendik Guidelines (2007), the recruitment of special guidance teachers can be done with three alternatives, namely: first, through the cooperation of the nearest special education teacher; second, recruiting teachers with Special Education qualifications and regular teachers who receive training on students with special needs and third, from educational clinics or child development centers.

A special guidance teacher is a pillar supporting inclusive education. Special guidance teachers in inclusive schools will be one of the success factors because they can strengthen and strengthen the implementation of inclusive education programs. Meanwhile, the absence of special guidance teachers in inclusive schools will tear down the inclusive education buildings that have been made. Special guidance teachers are the only teachers who have the knowledge, competence, ability, and skills to understand the characteristics of students with special needs, handling and developing the potential of students with special needs in accordance with the characteristics of each student with special needs.

Teachers who do not have special competencies and skills to teach students with special needs. They also have difficulty in helping students with special needs in regular schools (Novianti et al., 2022). Likewise, inadequate knowledge about students with special needs will lead to inaccurate perceptions, leading to negative attitudes towards students with special needs. Therefore, the existence of special guidance teachers helps children with special needs in their learning process (Uthami & Sunardi, 2022). So it can be said that special guidance teachers' functions, roles, and duties in inclusive education are very meaningful (Zakia, 2015).

Based on Strawderman & Lindsey (1995; in Pujaningsih, 2011), the teacher competence in special education needs to improve by fit the teacher education model. Changes in teacher education design can be done by adding new courses or new field experiences. The impact of this strategy was investigated by O'Shea & Satter 1999 (in Pujaningsih, 2011) on courses attended by prospective teachers (regular and special) through various collaborative activities between students, making students more prepared to make lesson plans, using a variety of lessons, make modifications, and how to make class administration (Baiti, Soedjarwo, & Purbaningrum, 2021).

Gut et al. 2003 (in Pujaningsih, 2011) emphasized that the course directs a learning atmosphere that opens up opportunities for various opinions to determine decisions, open communication, and collaboration between regular teachers and special teachers. Thus the competence and knowledge of teachers towards children with special needs will increase. Teachers are no longer burdened with curriculum modification, classroom administration, and collaboration with other parties. In other cases, it is necessary to conduct training, workshops, and seminars for teachers who have not received previous training related to the concept of inclusive education (Nurnawanti, 2020). In addition, it is necessary to prepare to provide the ability and skills to teachers to provide innovation in learning to children with special needs (Suwandayani, 2019).

The teachers with experience attending training have more readiness to handle special needs with higher inclusion indexes (Anthony & Yasin, 2019). That readiness indicates that the training activities impact teachers to apply the principles of inclusive education in the learning process in the classroom (Wahyudi, & Rugaiyah, 2019). The effectiveness of training to change one's behavior can be explained by changing one's attitude where attitudes have three aspects, namely, cognitive, affective, and psychomotor aspects. Given the correct information, one's knowledge of the indicators that make up the index becomes correct, with correct knowledge influencing a person to do the right thing. With this argument, it can be assumed that teachers who attend training cause them to apply the correct principles of inclusive education (Sunanto, 2016).

Another party that cannot be separated from the education of children with special needs in inclusive schools is the parents of students with special needs. Parents of children with special needs have a significant role in making decisions for education to support children. So it is essential awareness and support of parents. Parental support is parental involvement in various forms, including parenting in the home, creating a safe and stable situation, and appropriate parenting models. A child with special needs can reach his maximum potential if he gets full support from his parents. Support from mothers can create feelings of worth in children, while support from fathers can develop children's competencies (Sunanto, 2016).

## **CONCLUSION**

The implementation of inclusive schools faces various challenges, both from inside and outside the school. One of the problems in implementing inclusion occurs at the primary school level. The problems that exist in the implementation of inclusive education services in primary schools come from various aspects, namely teacher understanding or teacher skills, facilities and infrastructure, student attitudes of students with special needs, the role of parents, implementation of learning and curriculum development, procurement costs, and lack of cooperation with various parties. These aspects are very important and meaningful in providing services to students with special needs in inclusive schools. Problems in the aspect of implementing inclusion can hinder the implementation of good and comfortable inclusive education for students with special needs in inclusive schools. So that in the implementation of inclusive education, it is necessary to prepare and re-plan inclusive education services so that students with special needs in inclusive schools can develop optimally.

This study provides a reasonably clear picture that the implementation of inclusive education in Indonesia is still faced with various issues and problems that are quite complex and still basic. There are still many issues and problems in inclusive education in Indonesia. It is important for the government to immediately follow up, including through comprehensive assessment (monitoring and evaluation) of implementing inclusive education in Indonesia. The results comprehensive assessment are used as a reference for making strategic steps towards inclusive education, reviewing policies at the school level, formulating inclusion models, activating mentoring programs, empowering PK-LK as a source center and in

mentoring, changing the pattern of upgrading - teacher training from a lecture model to a lesson study model or at least including lesson study as a core part of upgrading teacher training, producing manuals, and promoting socialization and dissemination programs. Analysis of inclusive education problems from this implementation aspect can be used to reference further research for making solutions to overcome these problems.

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