

# Problems Identification and Efforts of Inclusive Elementary Schools in Service Improvement: An Integrative Literature Review

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**Abstract:** Inclusive education is a form of government attention to students, especially children with special needs/Anak Berkebutuhan Khusus (ABK). Every child is given the same opportunity to get a proper education. However, there are still inclusive school institutions that have obstacles in their services. The purpose of this literature study is to provide an overview of the obstacles and efforts of elementary school institutions in improving services for children with special needs (ABK). This study uses an integrative literature review method. The literature is in the form of publications collected from the Garuda and web of science database in the period 2012-2022. The keywords used are "children with special needs" and "inclusive schools". From the keywords, 98 articles were obtained which were then screened, 13 articles were selected. The results of the review article revealed that the obstacles that are often encountered are limited special teachers and infrastructure, the difficulty of children with special needs receiving learning, and teachers' understanding. Then, the efforts are modifying curriculum, doing the workshop for teachers and students parents, improving teacher competence, using fun methods and media, repeating learning materials, and providing understanding to students who are not special needs to receive their special friends. The problem of inclusive problem that dominates are the lack of infrastructure and understanding of teachers in dealing with children with special needs, while efforts that can be made include increasing the understanding of school residents towards children with special needs and using various learning methods.

## 1 INTRODUCTION

Issues related to education are always developing and relevant for discussion, one of which is inclusive education. Gary (2020), a researcher and president and CEO of Promundo (an institution in Brazil), said that if you want a future without violence and discrimination and achieve equality in life, you need to make policies and structures for inclusive education, which will have a big impact on change (GEM, 2020). Education International (2019) states that inclusive education is in harmony with democratic values, especially the protection of rights for everyone.

Inclusive education means strengthening the capacity of the education system to reach all students (UNESCO, 2015). Inclusive education is a global concern. In 2015, world leaders signed the 2030 Education Sustainable Development Agenda (Sustainable Development Goal), a structured way to make education accessible to all and a basis for

sustainable development and peace (UNESCO, 2015). Inclusive education is also a system of education delivery that allows all students with special needs (PDBK), including students with disabilities, who have potential intelligence and/or special talents, to participate in education or learn in a learning environment alongside other participants. other students (Tim Penyusun Direktorat Sekolah Dasar, 2021).

Students with special needs or children with special needs are one of the focuses to be considered in the implementation of inclusive education. Moelyono (2008) states that inclusive education includes children with special needs in the implementation of learning in regular schools so that they can mingle with other children and become part of those who do not have special needs (Sukadari, 2019). According to Cole and Chan (1990), special education services are provided to children who are hampered in their developmental tasks, which can be caused by physical, mental, and social-emotional disorders (Efendi, 2006).

Education can be obtained from a variety of sources, one of which is a school. The school is a formal educational institution whose existence has a great impact on society. Inclusive schools are school institutions that apply the concept of inclusive education. One of the reasons behind the implementation of inclusive schools in Indonesia is the right of children to get the same education (Pratiwi, 2015). Schools providing inclusive education in Indonesia have increased since 2020. Previously, in 2019, there were only 59 thousand schools implementing the concept of inclusive education, and then in 2020, it increased to 99 thousand schools (Yanuar, 2021).

Budiyanto (2005) states that in 1997, Indonesia carried out the process of adopting the 1994 Salamanca international agreement on inclusive education. Furthermore, in 1998–2001, an experiment was carried out in the implementation of inclusive education at seven elementary schools in Karangmojo District, Wonosari, Gunungkidul, and Yogyakarta. The Directorate for Development of Special Schools (PSLB) then uses the results of the trial as a basis for socialization and practice in implementing inclusive education in Indonesia (Direktorat Pembinaan Sekolah Luar Biasa, 2011).

The legal framework for inclusive education in Indonesia is quite clear, one of which is contained in Law No. 20 of 2003 concerning the National Education System, article 5 paragraph (2), which reads: "Citizens who have physical, emotional, mental, intellectual, and/or social disabilities are entitled to special education." Permendiknas Number 70 of 2009, article 2, paragraphs (1) and (2), states that "the purpose of implementing inclusive education itself is to provide the widest opportunity for all students who have physical, emotional, mental, and social disorders or have the potential for intelligence and/or special talents to obtain quality education according to their needs and abilities, in addition to realizing the implementation of education that respects diversity and is not discriminatory for all students." In addition, there are also general guidelines for implementing inclusive education in Indonesia that have been prepared by the directorate for special school development and can be used as a guide by school institutions providing inclusive education.

According to 2021 statistics, there are approximately 3.3% of children aged 5-19 who are disabled of the total population at that age, which is 66.6 million people, so that the number of children with special needs is around 2,197,833 people. Data from the Ministry of Education and Culture (August

2021) shows that there are only around 269,398 students in the special and inclusive school pathways (Kemenkopmk, 2022). Based on these data, it can be concluded that children with special needs who study in both special schools and inclusive schools are still relatively few.

The policy regarding inclusive education that has been implemented in Indonesia, especially at the elementary school level, has been regulated, and there is even a pocket book for implementing inclusive education in elementary schools. In fact, the implementation of inclusive education is not easy. As a developing country, Indonesia also faces many obstacles and always makes efforts to improve them. Examples of problems encountered are the readiness factor of the school itself and the educational factor (Rante et al., 2020). The Coordinating Minister for PMK (June, 2022) also stated that inclusive school services continue to face obstacles or problems such as a lack of competent special guidance teachers (GPK), curriculum adaptation, and learning that is still low, and not yet fully accessible learning media facilities (Kemenkopmk, 2022).

The elementary school is a formal educational institution at the elementary level. Education at this level contributes to building students' knowledge for use at the next level of education, so its implementation must run optimally (Aka, 2016). For that reason, the researcher conducted this literature study to provide an overview of the problems faced by inclusive schools at the elementary level and also to provide an overview of the efforts that have been made by school institutions to improve services in accordance with the concept of inclusive education.

## 2 LITERATURE REVIEW

### 2.1 Definition of Inclusive Education

Inclusive education is a form of change and the latest development of the educational model for children with special needs, which was formally confirmed in Salamanca's 1994 statement at the World Conference on Education with Disabilities that "the fundamental principle of inclusive education is that, as long as possible, all children should learn together, regardless of the difficulties or differences they may have." Previously, there was a special education model that became the basis for the inclusive education model, namely the segregation model, for example, the Special Schools (SLB). Guided by this educational model, children

with special needs are sent to special schools, which are different from regular schools and keep them separate from their peers. However, according to Reynolds and Birch (1988), segregative education does not guarantee the opportunity for children with special needs to develop their potential optimally, and philosophically, this model is also illogical because students are expected to integrate with normal society, but they are actually separated from normal society (Irdamurni, 2019)

Inclusive education is defined as an innovative approach to providing access to education for all children, including children with special needs, as a form of educational reform that emphasizes the values of justice, togetherness, and anti-discrimination, as well as being a process of responding to diverse needs by reducing exclusivity in and from education (Booth, 1996). Inclusive education is an education service system that involves children with special needs (ABK) learning with children of their own age at the nearest regular school that provides educational services that are suitable for students with special needs (Irdamurni, 2019).

Referring to the Ministry of Education and Culture (2012), in general, some of the principles of implementing inclusive education are equity and quality improvement, individual needs, meaningfulness, sustainability, and involvement (Tim Penyusun Direktorat Sekolah Dasar, 2021). There are several models of inclusive education in the learning process presented by Mudjito (2012), including the full regular class model, that provides with special needs (ABK) study together with their peers, than special class in regular school, that is one of services in inclusive schools by differentiating classes between students with special needs and those who are not with special needs (Wahyudi & Kristiawati, 2016). The implementation of inclusive education requires school institutions to adapt both in terms of curriculum, media, and educational facilities as well as learning systems that need to adapt to the individual needs of students so that the potential of all students can be directed and develop optimally (Irdamurni, 2019). All of this certainly requires the active involvement of related institutions, professionals, and all those related to institutions and students.

## 2.2 Definition of Children With Special Need

Children with special needs are children who, in the context of education, require special services

different from children in general. Children with special needs experience obstacles in learning and development. Therefore, they need to get educational services according to their respective learning needs (Sukadari, 2019). Hallahan & Kaufman (1991) stated that children with special needs need special education and related services to realize their full potential (Efendi, 2006). Children with special needs, according to the Ministry of Women's Empowerment and Child Protection (Kemenpppa), are children who are disabled or exceptional, both physically, mentally-intellectually, socially, and emotionally, which has a significant impact on their growth or development (Winarsih et al., 2013).

Children with disabilities include those who have long-term physical, mental, intellectual, or sensory limitations in interactions with various barriers (United Nation, 2022). Children with impairments are divided into three categories based on their physical, mental, and social traits as well as their classification and type of disorder (Efendi, 2006). In general, according to Sukadari (2019) children with special needs fall into two categories: those with permanent needs and those with temporary requirements. Children with temporary special needs may encounter environmental variables and circumstances that prevent them from overcoming developmental and learning obstacles, whereas children with permanent special needs may experience specific abnormalities.

Autism, ADHD, giftedness, and physical dysfunction such impairments in the sense of hearing or vision are examples of permanent ABK. Meanwhile, children whose learning is impeded by poverty and cultural isolation, children whose learning is hindered by disasters or riots, are examples of temporary ABK. If the right intervention is not made, temporary impediments may turn into permanent ones (Sukadari, 2019).

## 3 RESEARCH METHOD

This literature review uses an integrative literature review approach. This method can help researchers review, critique, and synthesize literature that is appropriate to a chosen topic so that new frameworks and perspectives on that topic will emerge (Torraco, 2005).

Researchers collected some literature in the form of publications collected from two databases, namely the Web of Science and Garuda Kemdikbud. The keywords used are "children with special needs"

and "inclusive school" in both Indonesian and English. A total of 11 titles were found in the search using the Garuda database with the English keywords "children with special needs" and "inclusive school," and 68 titles were found with Indonesian keywords. In the Web of Science database, 19 titles were found using the keywords "children with special needs" and "inclusive schools," and no results were found when using Indonesian keywords.

From these keywords, 79 scientific articles were obtained from Garuda Kemdikbud and 19 scientific articles from the Web of Science. The total number of scientific articles obtained was 98, which were then filtered according to the criteria set by the researcher. Inclusion criteria or criteria determined by researchers in this literature study are journals written in Indonesian and English that discuss obstacles and efforts to improve inclusive school services and were published between 2012 and 2022. The journal is vulnerable; it has an ISSN; it is easily accessible; and it discusses inclusive education in elementary schools. After screening 98 scientific articles, only 13 were selected. The researcher used the flowchart guide of the bibliographic search in the process of conducting

literature screening. The use of flowcharts aims to reduce errors when searching the literature.

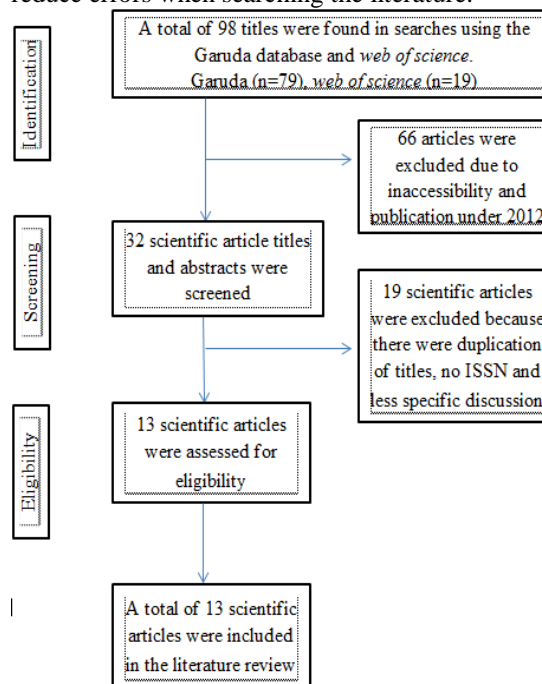


Figure 1: Flow chart of the bibliographic search

Table 1. Included Studies.

No	Title	Writer and Year	Method
1.	Educational Revitalization of The Childern With Special Needs at an Inclusive School	Made Kerta Adhi and Ni Putu Seniwati (2018)	Qualitative approach
2.	Penerapan Identifikasi, Asesmen Dan Pembelajaran Bagi Anak Berkebutuhan Khusus Di Sekolah Dasar Penyelenggara Pendidikan Inklusi	Ina Agustin (2019)	Qualitative approach
3.	The Implementation Inclusive Education: Implication For Children With Special Needs In Tamansari Elementary School In Yogyakarta	Nurul Hidayati Rofia, Dara Sudiraharja, and Ediyanto (2020)	Qualitative approach
4.	Manajemen Peserta Didik Anak Berkebutuhan Khusus Melalui Pendekatan Lingkungan Inklusi Ramah Pembelajaran (LIRP) Pada Sekolah Dasar Reguler	Maria Yulianti Goo (2020)	Qualitative approach
5.	Identification and Implementation of Inclusion Education for Children With Special Needs in West Sumatra Primary Schools	Siska Angreni and Rona Taula Sari (2020)	Qualitative approach
6.	Analisis Interaksi Sosial Siswa Tuna Rungu Di Sekolah Dasar Penyelenggara Pendidikan Inklusi	Ina Agustin (2020)	Qualitative approach
7.	Pelatihan Penanganan Anak Berkebutuhan Khusus Bagi Guru Sekolah Dasar Rujukan Inklusi	Setyo Eko Atmojo, Beny Dwi Lukitoaj, and Faiz Noormiyanto (2020)	Quantitative approach
8.	Pendidikan Inklusi Bagi Anak Berkebutuhan	Mardiana and Ahmad Khori	Qualitative approach

No	Title	Writer and Year	Method
	Khusus Di Sekolah Dasar	(2021)	
9.	Pemahaman dan Perlakuan Guru terhadap Anak Berkebutuhan Khusus pada Sekolah Dasar Negeri Inklusi di Kota Banda Aceh	Yurike Mareta Suhana, Martunis, and Fajrian (2021)	Qualitative approach
10.	Teacher Problems in Learning Children With Special Needs (Abk) At Inclusive School Sdn 1 Selong	Risa Febriana Putri, Darmiany, and Husniati (2022)	Qualitative approach
11.	Pengembangan Media Pembelajaran Pull Out Photo Box Sebagai Upaya Peningkatan Pemerolehan Dan Pembelajaran Bahasa Bagi Anak Berkebutuhan Khusus ( Abk ) Pada Sekolah Inklusi Tingkat Dasar	Muhammad Aditya Wisnu Wardana, Noerzada Febriana, Yiyin Krida Karina, Slamet Mulyono, and Edy Sasmito (2022)	Research and Development
12.	The Learning Process Of Children With Special Needs At Salsabila Inclusive School, Purwakarta	Imam Tabroni, Solihah Bagus, Sanusi Uwes, Manpam Drajad, and Ijah Bahijah (2022)	Qualitative approach
13.	Analisis Pembelajaran Anak Berkebutuhan Khusus di Sekolah Dasar Inklusi Kota Padang	Siska Angreni and Rona Taula Sari (2022)	Qualitative approach

## 4 RESULT AND DISCUSSION

The results of the search for scientific articles provide new knowledge about the various obstacles faced by inclusive schools at the elementary level as well as the efforts that have been made to improve school services. The 13 scientific articles obtained were divided into 12 that used a qualitative approach and one that used RnD. The scientific articles obtained were published from 2018 to 2022.

The problems faced by inclusive schools at the elementary school (SD) level based on the results of a review of journal articles are such as limited special teachers and infrastructure, no education training staff for children with special needs, ABK conditions, lack of government attention and parent support.

Efforts to improve services for children with special needs include modifying the curriculum, providing training to teachers and parents of ABK students, repeating learning material and adapting it to the needs of ABK students, and increasing teacher competence by providing support and direction to use fun and enjoyable learning methods and media, providing special training in dealing with ABK students, building good communication with parents of ABK students, and providing understanding to other students.

### 4.1 Facilities and Infrastructure

One of the supporters of the creation of inclusive schools in accordance with the guidelines for implementing inclusive education is, of course, the facilities and infrastructure. Even though the principles remain the same as schools in general, inclusive schools need to be equipped with access gates that facilitate mobility and do not endanger students with special needs (Direktorat Pembinaan Sekolah Luar Biasa, 2011). Research conducted by Rofiah et al. states that "infrastructure facilities are still inadequate" (Rofiah et al., 2020; (Agustin, 2020). In line with this research, it is stated that "there is a lack of adequate facilities and infrastructure owned by schools, and the costs for procuring inclusive education facilities are relatively small"(Angreni & Sari, 2020). Another article also stated "the lack of infrastructure in implementing inclusive education, so that the inclusive education process has not run optimally" (Adhi & Seniwati, 2018). In addition, it was also found that schools did not yet have written recommendation requirements related to the unavailability of special supporting infrastructure (Mardiana & Khoiri, 2021).

Regarding the problem of infrastructure, there are schools that make efforts to optimize the budget and environment around the school, it stated "all limitations are not an obstacle for teachers so that students can carry out learning with various media," because every year there are APE funds that are handed over to the treasurer to buy equipment or

media that will be used for the learning process. "The children also feel happier when doing outdoor learning; when experimenting, they are more free to move, and all their motor skills are awakened" (Tabroni et al., 2022). However, it should be noted that not all schools can meet all needs, such as buying learning media or other educational aids. This brings us back to the situation of schools with complex needs. Therefore, the role of the government is needed.

## 4.2 Curriculum and Children Condition

Curriculum is one of the important components of education. According to the Ministry of National Education, there are four models of curriculum development for children with special needs, namely, the duplication model, the modification model, the substitution model, and the omission model. However, in practice, there are still inclusive elementary schools that have not implemented this development model. Assessment of the development of the abilities of children with special and normal needs is assessed in the same way because the curriculum used is the regular curriculum (Adhi & Seniwati, 2018). In addition, the problems that occur are problems that are directly related to students with special needs. They need more attention and must be guided intensively, and if they are not guided, they will have difficulty accepting learning (Putri et al., 2022).

The condition of children with special needs (ABK) needs to be known by elementary school institutions since they will start learning, so schools need to identify their needs. It was also found in this literature review that in preparing services to be provided to ABK, schools carry out identification and assessment of students with special needs who will enter the school (Agustin, 2019).

Efforts made by schools to improve services for children with special needs related to the curriculum and conditions of ABK include modifying the curriculum, providing training to teachers and parents of ABK, repeating learning material and adapting it to the needs of ABK, directing teachers to use methods and learning media that are fun and provide special training in dealing with ABK, building good communication with parents of ABK students, providing understanding to other students to accept their special friends, and bringing in special teachers from the nearest Special School (SLB). Furthermore, there are inclusive schools that provide two types of classes, inclusive classes and regular classes, to create a learning-friendly inclusive environment. This was

done in consideration of the condition of ABK and the availability of special accompanying teachers (Goo, 2020).

In other scientific articles, it is stated that the school seeks to carry out coaching using sign language with hand movements or showing body parts to indicate certain terms. Developing emotional regulation for deaf students by selecting and modifying situations (Agustin, 2020). To help students understand ABK, there are schools that make efforts by providing resource classes that are used to teach material that they don't understand in regular classes (Angreni & Sari, 2022). In addition, teachers can use fun learning methods; this is reinforced by the results of R&D research, which show that learning media also have an effect on students with special needs. Remove the Photo Box Learning media with interesting images of learning media and shape visualization models can provide experiences to students in inclusive classes, which affects students' enthusiasm in understanding the material presented by the teacher (Aditya et al., 2022).

The curriculum that is applied to inclusive schools is basically the same as the regular curriculum that applies to non-inclusive schools. However, if there are obstacles experienced by students with special needs, it is necessary to modify the curriculum. This was found by Rofiah et al., who found that the curriculum in the educational unit studied used a modification model curriculum and a duplication model, according to needs (Rofiah et al., 2020). This was also found in Angreni and Sari's research (2022), which found that there were schools that modified the curriculum for students with special needs.

## 4.3 Special Accompanying Teachers and Understanding Teachers

Teachers are professional educators who carry out mandates, and their duties are to educate, teach, guide, direct, train, assess, and evaluate students in education units, including in schools implementing inclusive education programs (Irdamurni, 2019). According to Mardiana and Khoiri (2021), the findings of their research revealed that teachers who teach children with special needs (ABK) were not capable or knowledgeable about guiding ABK. Another study stated that "the ratio of special education teachers to children with special needs is not ideal." The ratio of special accompanying teachers to special needs children is 1:8" (Rofiah et al., 2020).

In another study, it was stated that "there is no special guidance teacher (GPK) who handles

inclusive children, even though GPK in schools really helps teachers in class when learning" (Putri et al., 2022). In addition, it was found that "based on interviews with teachers, it was found that 76% of teachers were not fully ready to teach ABK in normal classes." This is due to the teacher's lack of understanding of ABK and the abilities they have (Angreni & Sari, 2020). Another scientific article claims that "the teacher's lack of understanding of students' local sign language" (Agustin, 2020). In other studies, it was also found that the level of teacher ability in understanding the characteristics of students with special needs in general is still not fully understood (Suhana et al., 2021). Another finding is that schools cannot accept students with a type of hearing impairment because they do not yet have speech therapists (Goo, 2020).

In connection with efforts to improve teacher competence in handling and teaching ABK, there are several findings. The statement in the study that there was training held at Workshops and assistance were provided to teachers for three days, namely the "Inclusive Education-Based Teacher Competency Improvement Workshop" (Adhi & Seniwati, 2018). Another statement: "Teachers always learn how to handle children with special needs, both from books and discussing with experts; schools provide training and support teachers to actively participate in seminars and often work together with SLB teachers; teachers provide learning with fun methods so that learning motivation for ABK increases" (Putri et al., 2022). In efforts to provide teacher training that were also carried out in other schools studied by Atmojo et al. (2020), it was found that the average increase in knowledge about handling children with special needs was 84.54%. This increase occurred due to training on handling children with special needs (Atmojo et al., 2020).

#### 4.4 Government and Parental Support

The implementation of inclusive schools still requires other parties besides school institutions, especially parents and the government. There are issues with parents of special needs children who do not understand how to handle ABK and reject their child's condition, as well as parents who work hard to help their children achieve high grades in various school exams (Sari & Hendriani, 2021). This is still the case, and in this literature review, there is a statement that "not all parents understand the condition of their children and provide support for learning at home" (Putri et al., 2022). In addition, the government has an obligation to assist in the

implementation of inclusive education. Based on the general guidelines for implementing inclusive education, when planning to establish an inclusive school, the government's role is to appoint at least one elementary school unit (SD) in each sub-district as the organizer of inclusive education. Subsequent processes, such as coaching, monitoring, and reporting, should continue to involve the government in the coaching process (Direktorat Pembinaan Sekolah Luar Biasa, 2011). However, according to several scientific articles, inclusive schools at the elementary school level continue to receive little attention and support from the government (Putri et al., 2022). This is supported by the statement, "...72% of teachers have never attended training on inclusive education either held by schools or the local government" (Angreni & Sari, 2020)

Inclusive education will not run well if it does not receive support from the parties involved in it, such as schools, the government, parents, and the environment. Rofiah et al. (2020) found that parents of ABK children provide special accompanying teachers because of the limited accompanying teachers at school; sometimes schools also invite special teachers from the nearest special school (SLB), and the local government supports them by providing comprehensive training in the school. In line with findings from another study, Putri et al. (2022) found that apart from focusing on teachers, schools also invite parents to pay more attention to their children because they still need to be cared for and guided at home.

Another finding is that "the form of revitalization that is being carried out is increasing resources, such as workshops for teachers and parents of students, school staff, especially school library managers, increasing the involvement of children with special needs with other peers in self-development, and completing facilities such as guidance rooms and library facilities (Adhi & Seniwati, 2018).

One example is the efforts of the Semarang city government to realize a child-friendly and inclusive city in collaboration with an institution called the Mental Revolution Ambassadorial House (RDRM) as a resource person in the framework of Strengthening child-friendly Schools and Inclusive Education (RDRM, 2020). This is a strategy for strengthening the Semarang City government in realizing a smart city, resilient city, health city, a child-friendly city. One form of the RDRM service division is psychological and inclusion services. Apart from that, there are also psychological counseling room programs, recovery for children dealing with the law, inclusive schools and others (Arzaqi & Diana, 2019).

## 5 CONCLUSIONS

Limited special teachers and infrastructure, no educational training staff for children with special needs, difficulty for children with special needs to receive learning, lack of government attention, not all parents provide support for ABK, and a lack of understanding by teachers about children with special needs are some of the challenges faced by inclusive schools at the elementary school (SD) level. Some of the school's efforts in improving services for children with special needs include modifying the curriculum, providing training to teachers and parents of ABK, repeating learning material and adapting it to the needs of ABK, and increasing teacher competence by providing support and direction to use fun and enjoyable learning methods and media, providing special training in dealing with ABK, building good communication with parents of ABK students, providing understanding to other students to accept their special friends, and bringing in special teachers from the nearest special school (SLB).

Recommendations for elementary schools (SD), which may still have difficulties implementing inclusive education, so they can learn from other schools that have been successful in implementing several efforts to improve inclusive school services. Likewise, with the government and parents of ABK, hopefully they can take an example from what has been practiced. This research still has many limitations, especially in the use of databases; therefore, the researchers suggest that future research can use more databases so that the findings will be more diverse.

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