

The Obstacles of Inclusive Education Implementation in Indonesia (A Systematic Review Approach)

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Abstract

The study is to investigate the obstacles of inclusive education implementation in Indonesia. The method employed in the study was systematic review namely a systematic search performed by researcher by using 5 electronic database; Wiley, Pumbed, Scencedirect, Ebsco, and Google Scholar. There was year limitation in article publication period namely articles published in the last 10 years (2012 – 2022). The data were analyzed by using thematic analysis aiming at identifying pattern of a study. Based on the data analysis result, there are 9 factors inhibiting inclusive education in Indonesia namely poor management of inclusive schools, incompatible curriculum for students, low regular teachers' competence in handling special needs students, inadequate quantity and quality of Special Advisors Teachers working at inclusive schools, unidentified variety of special needs students along with problems complexities, inadequate operational financing of inclusive education, inadequate standardized supporting facilities and infrastructure of inclusive education implementation, less maximum roles and cooperation between schools and parents, and lack of cooperation between schools and external stakeholders.

Keywords: inclusive education obstacles, education, inclusion

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INTRODUCTION

Education plays pivotal roles in improving human resources quality of a nation. Injustice in accessing adequate education has become a crucial problem in educational world. The injustice in education access is often experienced by special needs students who are commonly regarded by the society as students with different special characteristics

and thus, they must be separated from other students; in special schools. The differentiation system is called as segregative educational system which pedagogically tends to highlight students' special needs and ignores students' existence as a unique and holistic individual. Meanwhile, physiologically, segregation education system creates normal and abnormal exclusive societies (Illahi, 2013). Along with humans mindset development and shared commitment of nation to fight for children basic needs in accessing education, there is a approach fundamental change in perceiving individuals with disabilities especially in terms of education (Genova, 2015).

The change is caused by the regulations and policies related to individuals with special needs which implementation of The United Nations (UN) "Convention on the Rights of Persons with Disabilities" (CRPD) (United Nations, 2006). The implementation of the convention result leads to the change of segregative educational system into inclusive education. Inclusive education becomes international educational policies focus which guarantees educational equality for children with or without special needs. Beforehand, there has been many times of declaration and policies in terms of individuals with special needs. In Europe, there was "Law on Special Education" in 1998 which guaranteed equal education for both special needs children had full or partial access to the closest schools from their residences which had special education program (Genova, 2015). In addition, UNESCO has issued Salamanca Declaration signed by 92 countries promoting inclusive education in order to counter discrimination towards students with obstacles in learning and development to build a more open community for all individuals with or without special needs (UNESCO, 1994). Moreover, the policy of "Education For All" (EFA) was issued to guarantee that all children have access to education regardless their background; with or without special needs (Centre for Services and Information on Disability (CSID), 2002).

The spirit of inclusive education has not been implemented in line with the objectives. Sari and Hendriani (2021) mentions that there has been more than 1 decade since CRPD policies was issued by UN in which the policies were made to build special needs friendly communities. However, they further mentioned, there are still obstacles experienced by some countries in implementing inclusive education namely the lack of teachers' trainings (9 studies), negative attitude towards disabilities (8 studies), teachers comprehension on disabilities and disabilities identification (7 studies), the lack of instructions differentiation and accessibilities obstacles (7 studies), errors in institutional policies which do not understand disabilities (5 studies), large scale of class (5 studies), the lack of societies' awareness on disabilities (4 studies), limited human resources (4 studies), limited financial aspect (3 studies), the lack of cooperation among teachers and among society elements (2 studies), teachers' anxieties (2 studies), and problems related to parents involvement in special needs students education (2 studies), unfriendly natural condition (1 study), and doubts of special needs students achievement (1 study).

The aftermentioned inclusive education implementation obstacles are predicted to happen in Indonesia as well. Based on the study by Hendriani and Wulandari (2021), it is revealed that pedagogical competence of inclusive teachers in Indonesia is still considered as low. In addition, the researchers also have ever done a study on psychological well being in disabled students in inclusive schools which finds that students have not had good psychological well being because of economy, social learning system, and students disability characters factors (<https://jurnal.lp2msasbabel.ac.id/index.php/psc/article/view/878>).

On the other hand, in order to investigate the obstacles of inclusive education implementation, support pattern of human resources have to be analyzed as well. Based on the study by Garnida (2009), human resources support pattern in inclusive educational institution is similar with other common educational institution. In general, support pattern in inclusive educational institution is divided into 2 namely internal school supports and external school supports. Internal school supports is a support given by all members of the society in the internal school such as headmaster, teachers, and other school members. Meanwhile, external schools includes support from the government, society, and available schooling system. However, the effectiveness of the patterns has not been studied further yet. Therefore, in depth study is necessary so that obstacles in inclusive education implementation in Indonesia can be analyzed.

Based on the aftermentioned problems, the formulation of the problems in the study is "What are the obstacles of inclusive education implementation in Indonesia?". The objective of the study is to analyze the obstacles of inclusive education implementation in Indonesia so that the problems can be analyzed and the solution can be found effectively.

METHOD

The method used in the study was systematic review namely systematic search done by the researchers by utilizing electronic database; Wiley, Pumbed, Sciencedirect, Ebsco, and Google Scholar. Database search was done from January 2022 by identifying English and Bahasa Indonesia articles which can be downloaded in full text version. The search was done by collecting the terms to make ease articles search. The keywords used in searching relevant research articles were "inclusive learning", "education", "inclusive", "inclusive education", "obstacles of inclusive education", "inclusive education support system pattern", and "Indonesia".

The keywords mentioned above were selected based on the previous articles found earlier. The study limited the year of articles publication namely articles published in the last 10 years (2012 – 2022). Abstracts of the articles were read in order to find the objective of the studies as well as the method used in the articles. The study employed

qualitative and quantitative methods. Further, the identification was performed by observing the objectives of the study in order to investigate the obstacles of inclusive education implementation in Indonesia. Articles which used qualitative, quantitative, review, and mixed methods were included in the study. The articles were used as the background and also as discussion materials in the study.

Articles included in the study had to fulfill the following requirements: (a) the articles were written in English and or Bahasa Indonesia, (b) the subjects of the study should be everything related to inclusive education implementation; society, government, schooling system, teachers' competence, leadership, and school climate, and (c) the study was done in Indonesia. The articles found and included as the criteria used in the study were analyzed further. Data analysis is very important to do in a study because the data will be closely related to conclusion drawing. Data analysis in the study was thematic analysis. Thematic analysis is one of methods to acquire results by analysing data in order to identify the pattern of a study.

RESULT AND DISCUSSION

Based on the articles search through Wiley, Pumbed, Sciencedirect, Ebsco, and Google Scholar, there were 63 articles discussing about inclusive education which were re-filtered based on objectives and in the end, there were 21 relevant articles. The articles were then analyzed using thematic analysis and the results were discussed below:

Table. Thematic Analysis Result: The Obstacles of Inclusive Education Implementation in Indonesia

Title, Researcher(s) (Year)	Location	Research Method	Research Instrument	Research Result (The Obstacles of Inclusive Education Implementation in Indonesia)	
Management of Inclusive Education at 32 Civil Public Elementary School of Banda Aceh (Wati, 2014)	SDN 32 Kota Banda Aceh	Qualitative	Observation, Intervide, Documentation	Education fee, inadequate facilities and infrastructure, and the shortage of special assisting teachers	
Problems by Implementing Inclusive Education in Elementary School Level	Fadec Schools in di Yogyakarta	18 inclusive in di Yogyakarta	Indigenous psychology approach	open-ended questionnaire	Low teachers' competence in dealing with Special Needs Children (SPC), low parents' concern towards

(Tarnoto, 2016)					SPC, excessive number of SPC students in one class, and the lack of cooperation from various parties such as society, professional experts, and the government.
Problems of Inclusive Education in Shoolc (Laila, 2018)	of Mojokerto city in		Qualitative and the type of study is descriptive	Library research	There are various problems found in the implementation of inclusive education such as: the comprehension and implication of inclusive schools, School policies, school organization, learning process, teachers condition and supporting system
Services for Special Needs Children through Inclusive Education (Sukadari, 2020)	for Yogyakarta city		Descriptive		The general educational curriculum nowadays has not been accomidating the existence of special needs children, the narrow minded perception about inclusive education namely merely enrolling special needs children in schools without any efforts to accommodate their cpecial needs, the limited attention and seriousness of government in preparing comprehensive and well-prepared

				inclusive education from the aspects of socialization, human resources preparation osialisasi, as well as learning method which makes the program tends to merely be an experiement
Model of Inclusive Services in Indonesia (Jannah dkk, 2021)	Yogyakarta city	Library research	Structured scientific literature analysis through articles, journals, and documents about inclusive education	Model of education service and implementation of inclusive education in Indonesia is still managed inattentively due to schools readiness, rules and policies, educational system, irrelevant regular teachers' qualification, inadequate facilities and infrastructure and resources, tradition or culture in schools and even lack support from parents and society
Implementation of Inclusive Education in Senior High School Setting at Mataram City West Nusa Tenggara Province (Gusti, 2021)	Nusa Tenggara Barat	Qualitative	Interview and observation	The lack of teachers' trainings, the lack of resources in implementing inclusive education due to the lack of direct both physical and operational supports from the local government operasional, the lack of Special Assisting Teahcers and professional officials who can help special needs

				children, the lack of teachers trainings in giving service to SPC, SPC's difficulties in accessing learning process of some subjects; mathematics, arts, culture, sports, and arts making.
Implementation of Early Age Inclusive Children Education at Cimahi West Java (Windarsih dkk, 2017)	Penabur Kondergarten, Cimahi	kuQualitative alitatif	Descriptive analytical	The government only informs schools to accept SPC without giving proper facilities and infrastructure, the absence of special class for early ages SPC and they still have to join non SPC children during learning so they sometimes receive improper treatment from their peers, the llimited facilities and infrastructure escepecially related to educative toys and games for early aged children.
Model of Inclusive Education Implementation for People with Intellectual Special Needs at Jakarta City (Kristiyanti, 2019)	DKI Jakarta	Case study	Single instrumental case study	Stigma, prejudice, and labelization in culture still becomes obstacles for inclusive education for speacial needs children. In the meantime, inclusive education implemented still refers to the implementation of

Creativity Teaching for Special Need Children in Inclusive Education (Mareza, 2016)	Purwokerto, Central Java	Qualitative	Observation and interview	inclusive education for SPC in general. Teachers do not have relevant educational background with the subjects they taught, learning activities' supporting facilities and infrastructure are still lack, socialization about inclusive education for neighbouring communities is still lack, the government stil has not implemented inclusive education program in various schools.
Curriculum Evaluation of Inclusive Education at 2 Public Islamic Senior High School of Sleman Yogyakarta (Fauziah et.al, 2021)	MAN 2 Sleman, D.I. Yogyakarta	Qualitative	Curriculum evaluation	Available facilities and infrastructure have not fulfilled criteria of inclusive education, the number of special assisiting teachers is still lacking due to their other duties in other schools, teachers competence in mastering teaching SPC method is still lacking.
Model of Inclusive Education in <i>Madrasa : Case Study at Ibtidaiyah Madrasa of Ibtidaul Falah Dawe, Kudus</i> (Sulthon, 2021)	<i>Madrasa Ibtidaiyah Ibtidaul Falah Dawe-Kudus</i>	Qualitative	Phenomenology	There is difficulties in certain subjects so students are slow in learning and thus, special assisting teachers must help them while, the number of special assisting

Description of Inclusive Education in Public Elementary School of West Jakarta (Mularsih, 2019)	Public Elementary School of West Jakarta	Survey	Survey	teachers is still lacking Schools are not willing to filter SPC and perform identification of SPC because they only receive online selection result, schools do not have special assissting teachers (SAT) and they are not trained yet in handling SPC, teachers do not create individual learning program for SPC, schools, in general, still implement regular urriculum, schools have not actively provided facilities and infrastructure for SAT in following trainings as SAT.
Inclusive Education Management at Sumbersari 1 Elementary School of Malang City (Agustin, 2016)	Sumbersari 1 Elementary School of Malang City	Qualitative	Descriptive qualitative	The cost of inclusive education implementation is not maximum yet, tere are only 2 SAT, the number of facilities and infrastructure for therapeutical processes for SPC are still lacking.
Identification and Implementation of Inclusive Education for Special Needs Students at Elementary Schools in West	Elementary Schools in West Sumatra	Qualitative	Descriptive	The lack of facilities and infrastructure possessed by schools and the limited financing for inclusive

Sumatra (Angreni & Sari, 2020)				education, the lacking skills of teachers in teaching SPC, the mix of SPC in regular class all day which do not support SPC's comprehension in certain materials.
Problems in the Implementaion of Inclusive Education at Public Elementary Schools of Soko District Tuban Regency (Agustin, 2019)	Public Elementary Schools of Soko District Tuban Regency	Qualitative	Descriptive	The ournumber of SAT compared with SPC number in an inclusive school, teachers' low competence in handling SPC (difficulties in learning proceses, teachers' low comprehension about SPC and teachers' irrelevant educational background), SPC's difficulties in following the materials using regular curriculum, SPC's attitudes which still cannot follow rules so that they disturbs learning process, the lack of empathy of regular students towards SPC, schools management, the lack of involvement of teachers and other personnels in school planning of inclusive education, the minimum job division organization by

teachers appointed in monitoring the program, school unpreparedness in managing inclusive schools program both in administrative and human resources aspects, and less maximum learning process; SAT has never had special services and program from schools related to potential development.

1) Curriculum SAT still face difficulties in curriculum development especially curriculum which is adapted specifically for special needs children and thus, the implementation of inclusive education is still not effective yet, teachers handling all students feel overwhelmed, the unavailability of sources room for SPC, the inappropriate facilities and infrastructure owned by schools for SPC, the cooperation with related department has not built well in

					which there is no special teachers from the government as SAT in schools, the low parents' awareness on SPC care.
Case Study of Inclusive School Managemat at Manahan Public Elementary School of Surakarta (Hafizh dkk, 2020)	Manahan Public Elementary School of Surakarta	1	Qualitative	Case study	The shortage of SAT (there is only 1 SAT with many SPC), the lack of facilities and infrastructure and accessibility in order to support learning process for SPC
School Management Optimization in Impelemnting Inclusive Education in Elementary Schools (Ikramullah & Sirojuddin, 2020)	Mentikan Elementary School of Mojokerto	1	Descriptive qualitative	Observation, interview, and documentation	The lack of qualified and competent SAT, teachers problems related to difficulties in providing stimulus for SPC which is varied and requires observant and thorough, the inadequate financing during the implementation of inclusive education in schools.
Management of Inclusive Child Friendly Early Aged School (Alfina & Anwar, 2020)	Cendekia Kids School and All Kids of Madiun City	1	Qualitative	Case study	Inadequate facilities and infrastructure , the unavalaible assistance and minimum trainings for teachers related to curriculum which makes the curriculum redesign tends to be slow, difficulties in looking for SAT.
Implementation of Character Education in	Banyumas, Central Java	1	Qualitative	Observation and interview	SPC's limited ability which makes teachers have to do extra

Special Needs Children (Yatmiko dkk, 2015)					works in instilling character, teachers' limited knowledge about SPC, parents' introvert attitudes SPC's birth history and development of their SPC, the limited energy and time of teachers in instilling characters values to SPC.
Implementation of Inclusive Learning for Special Needs Children (Puspitaningtyas, 2020)	Kalisari Elementary School of Situbondo, East Java	4	Qualitative	Observation and interview	The unavailability of SAT, variation of SPC type, inadequate learning media for SPC.
Implementation of Inclusive Education in Elementary School during Covid-19 Pandemic in Jakarta Special Province (Fetrimen & Saroh, 2022)	DKI Jakarta		Qualitative		The limited information given by professional officers such as doctors and psychologists related to obstacles faced by obstacles level of SPC, learning process does not run optimally because teachers and SAT do not observe and assess directly in terms of cognitive, psychomotoric, and affective aspects of SPC, parents level of patience in assisting SPC.

Based on the article analysis above, there are 9 factors inhibiting inclusive education in Indonesia, namely inclusive schools management has not been managed well (4 studies), the curriculum has not been implemented well (4 studies), the curriculum has

not adapted SPC's needs (1 study), regular teachers competence in handling SPC (Special Needs Children) is still low (10 studies), teachers' quality and quantity of SAT (Special Assisting Teachers) working in inclusive schools is still inadequate (14 studies), the variety of SPC with inappropriately identification of their complex problems (8 studies), the operational financing of inclusive education implementation is still inadequate (5 studies), supporting facilities and infrastructure of inclusive education implementation are still inadequate and are not yet standardized (8 studies), the roles and cooperation between SPC parents and schools is still not optimum (4 studies), cooperation between schools and stakeholders is still low (2 studies).

In inclusive education implementation, good management is crucial so that learning and teaching process in schools can run effectively and optimally. However, there is a fact that schools organization's policies, schools, preparedness, rules and policies, and educational system have not accommodated components in inclusive education yet. Schools are not ready yet to implement inclusive education both in terms of administration and human resources because SPC have not received special services and programs from schools related to potential development. Schools management have not been managed well and the condition affects teachers' readiness in realizing completely inclusive education.

During the process of teaching and learning in schools, teachers are important factors who will bring students to success so they must have good competence. Nevertheless, it can be seen that teachers' competence is still inadequate especially in handling SPC. The condition is due to the fact that most of teachers in regular schools come from general education and are lack of comprehension in providing services for special education. Teachers' condition, comprehension, and implication on inclusive education is still low.

Teachers have inadequate skills and comprehension in teaching SPC in which during learning process, they are unable to explain subjects materials well for SPC. In addition, teachers have inadequate competence in mastering teaching methods for SPC and dealing with SPC with various special needs. The condition is worsened by the absence of assistance and minimum trainings related to curriculum so the process of curriculum redesign tends to be slow. Schools have not actively facilitated regular teachers to join trainings as SAT for SPC. In fact, classroom teachers have to play double roles as SAT who have to resolve obstacles in schools using their own abilities and knowledge which make their duties bigger when they do not have adequate abilities and capabilities in handling SPC both in terms of theory and experience. The study result is in line with previous study by Hendriani dan Wulandari (2021) stating that inclusive teachers' pedagogical competence in Indonesia is still categorized as low.

Teachers should be assisted by SAT (Special Assisting Teachers) in inclusive schools but in the reality, the quantities and qualities of SPAT in inclusive schools are still inadequate. Moreover, there are some inclusive schools which do not have SAT. The number of SAT is imbalanced with the number of various inclusive students in schools and they are still lack of competence in handling SPC who have various characteristics especially in handling SPC with learning difficulties. Furthermore, the shortage of SAT to assist SPC is due to task division with other schools/special schools and thus, SAT can only attend the class for 1 – 2 time per week in inclusive schools. Meanwhile, there is no special financing from schools to sponsor SAT works implementation. Therefore, SAT only attend the class based on the assignment letter from provincial or regency education department.

The limited classroom teachers and SAT roles in inclusive schools affects the curriculum. Thus, the curriculum at inclusive schools still use regular curriculum which has not adapted students' needs. Schools, in general, still use regular curriculum without modification so SAT face difficulties in developing plus curriculum which is customized for special needs children and thus, inclusive education is still not effective yet.

The implementation of regular curriculum still cannot facilitate the variety of SPC types along with the complex problems. Students complexity has become more imprecise and cannot be mapped because schools do not filter SPC and perform identification towards SPC since they only accept SPC based on online enrollment. Due to the absence of in depth assessment, there are many SPC face difficulties in accessing subjects learning in the class because they study using regular curriculum. Based on the study result, it was revealed that SPC has communication difficulties in inclusive schools so that their teachers and friends do not understand their wishes.

Other inhibiting factor is the inadequate operational fund in inclusive education implementation. In terms of financing, there is shortage of fund in the implementation of inclusive education in schools in which the fund for inclusive education facilities and infrastructure is very limited and there is no special fund allocation to recompense SAT works implementation whereas schools need them to always attend the class in daily basis. Consequently, financial shortage causes limited facilities and infrastructure of inclusive education implementation. The inadequate facilities and infrastructure which do not fulfill the requirement of inclusive education criteria and the shortage of human resources also become additional obstacles since there is no direct support from the local government both physical and operational support. Furthermore, there is still no appropriate facilities and infrastructure for inclusive kindergarten and early ages education such as special educative toys which are specially designed for them as therapeutical media adds another

problems. In the aforementioned level education, the facilities and infrastructure are still very still limited in which learning media and properties which are adapted for SPC needs.

In addition to internal factors, there are also external factors inhibiting inclusive education in Indonesia namely parents and stakeholder. The roles of cooperation between schools and parents are still very low. Parents do not have proper attention towards their SPC and even in schools parents do not provide adequate supports. Parents tend to ignore special programs to do as parts of efforts in giving services to SPC in which they do not even want to know anything about the programs.

Meanwhile, the cooperation between schools and external stakeholder is also still very low. Schools do not build cooperation with various parties such as society, professional experts, and local government, the government only announces schools to accept SPC without providing supportive facilities and infrastructure. Another problem is about limited assigned SAT from related department and moreover, the assigned SATs are mostly from irrelevant educational background.

The study result support Garnida's statement (2009) mentioning that in general, the pattern of inclusive education support can be divided into internal and external supports. Internal supports are any kinds of supports from all school members such as headmaster, teachers, and other school members. In addition, in the study, it is revealed that internal supports are also from schools management abilities, curriculum availability, and roles of SAT. The study results are also in line with study performed by Sari and Hendriani (2021) stating that the causes of inclusive education obstacles are teachers competence (limited teachers' trainings, negative attitudes towards disabilities, limited teachers' about disabilities, and teachers' anxieties), students' varied types of needs (the absence or incorrect disabilities identification), schools management (mistakes in institutional policies making which do not facilitate disabilities), the lack of cooperation between schools and stakeholders (limited cooperation between teachers and society elements), parents involvement in SPC education, and financial shortage. The study finds that the roles of parents, society, and government as well as cooperation between schools and stakeholders become crucial support system in inclusive education implementation. These internal and external factors are the obstacles of inclusive education implementation in Indonesia.

CONCLUSION

According to the study result, there are 9 factors inhibiting inclusive education in Indonesia namely limited inclusive schools management, limited teachers' competence in handling SPC, the quantities and qualities of regular SAT assigned in schools are still inadequate, irrelevant curriculum for SPC needs, incorrect identification of SPC varieties and complex

problems, inadequate operational fund for inclusive education implementation, limited and non-standardized facilities and infrastructures for inclusive education implementation, lack of roles and cooperation between schools and SPC's parents, and lack of cooperation between schools and stakeholders. The factors are correlated one to another and thus, it can be concluded that the obstacles are both from internal and external sides. Obstacles from schools are including schools management, regular teachers, SAT, varied types of SPC, curriculum, financial matters, and facilities and infrastructure. Meanwhile, the external factors are SPC's parents involvement and support from external stakeholder (the government, society, and professional officers handling SPC).

Based on the study result, obstacles management of inclusive education Indonesia must be held comprehensively and simultaneously. Schools must have strong support system from both internal and external parties. The strategies which can be performed are classroom teachers and Special Assisting Teachers continuous trainings, standardized SPC assessment, teachers' involvement in modifying and arranging curriculum for SPC, adequate budget allocation from schools and the government, psychoeducation and parental support group for SPC's parents, and cooperation between schools and relevant parties as assistance efforts for SPC.

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