



## Problematics of Implementation of Inclusion Education in the Elementary School of Bengkulu City

Desy Eka Citra Dewi<sup>1</sup>; Zubaidah<sup>2</sup>; Elfahmi Lubis<sup>3</sup>; Een Syaputra<sup>4</sup>

<sup>1</sup> Institut Agama Islam Negeri Bengkulu, Bengkulu, Indonesia

<sup>2</sup> Institut Agama Islam Negeri Bengkulu, Bengkulu, Indonesia

<sup>3</sup> Universitas Muhammadiyah Bengkulu, Bengkulu, Indonesia

<sup>4</sup> Institute Agama Islam Negeri Bengkulu, Bengkulu, Indonesia

<http://dx.doi.org/10.18415/ijmmu.v7i7.1701>

---

### **Abstract**

This study was aimed at investigating the implementation, obstacles, and solution to inclusive education at the primary school level in Bengkulu City. This study used a qualitative approach with the analysis of the Miles and Huberman flow model. Data was collected through observation, in-depth interview and study document. The findings of the study were; firstly, most of schools have not implemented inclusive education during the teaching and learning activities yet. Secondly, four obstacles in implementing inclusive education were; the unavailability of Human Resources and the teacher's understanding of inclusive education, the lack of curriculum and learning tools, supporting facilities and infrastructure, and school policies. Thirdly, Solutions to the obstacles were; the availability of Human Resources and the teacher's understanding of inclusive education, the availability of facilities and infrastructure to support learning activities, the availability of curriculum and learning tools in schools with special needs, starting from the recruitment system, learning methods and models, to the evaluation system.

**Keywords:** *Inclusive Education; Students with Special Needs; Elementary School; Bengkulu City*

### **Introduction**

Inclusive education in Indonesia has been pioneered since the issuance of Circular from the Director General of the Ministry of Education, Ministry of National Education No.380 / C.C6 / MN / 2003, and subsequently reinforced by Minister of National Education Regulation No. 70 of 2009 concerning Inclusive Education for students who have disabilities and have special intelligence and / or talent potential.

The presence of Inclusive education in Indonesia is an effort to develop personal potential and increase spiritual, religious strength and increase intelligence, so citizens are free to choose the type and path of education they are interested in, with no exceptions, including children who have physical and mental limitations such as children with special needs.

In 2004 the Indonesian Government through the declaration in Bandung officially announced the program “Indonesia Towards Inclusive Education”, but in its implementation there were still many obstacles encountered, such as the management of inclusive schools that were still not optimal, workers who had the capability to teach children with special needs were still lacking ( such as the teacher does not know the ABK characteristics and methods to handle it), the lack of class assistant teachers, the school is not ready to accommodate ABK, there are still many students in the class, there is still intimidation of special needs children by classmates (Afifah, 2012).

Sugiarmin (in Smith (2012) states that inclusive education in Indonesia provides opportunities for children with disabilities and other children who have not been able to go to school because of various things that prevent them from getting school opportunities, such as the location of extraordinary schools far away, must work to help parents, and other causes such as being in a conflict area or being affected by natural disasters (in Smith 2012).

According to Jacob and Olisaemeka, 2016: 190) inclusive education as an educational effort (minimizing and eliminating) accesses that can provide an obstacle, participation and learning for all children, especially for those who have been socially discriminated against because of poverty, disability, gender, religion, ethnicity or inequality.

Furthermore, the objective of implementing inclusive education in Indonesia is to perfect existing policies, namely special schools. The inclusive education program in Indonesia is a response to the Salamanca Statement in 1994, (Sunardi et al, 2011: 2). The presence of inclusive schools in Indonesia, children with special needs are expected to get the rights and educational services in order to develop the abilities of children with special needs.

Bengkulu as one of the provinces in Indonesia currently continues to improve education services for students with special needs (disability), this can be seen with the establishment of several Special Needs School and inclusive education schools in Bengkulu. City and district governments are required to have at least one elementary school and one junior high school in each sub-district and one secondary education unit to organize inclusive education that is obliged to accept students.

The implementation of inclusive education in Bengkulu is one of the ways the government provides education services to the community through the inclusion of a culture of inclusive education program. This can be seen in some public schools in Bengkulu accepting children with special needs through curriculum adaptation, learning, assessment and facilities and infrastructure. Inclusive schools are one form of solutions from the education office in accommodating disabilities to obtain education with a minimum of Special Needs School, the implementation of inclusive schools is to reach children with disabilities to get educational service opportunities.

Schools implementing inclusive education in Bengkulu Province, especially in the city of Bengkulu, there are already quite a lot of organizing schools, namely 15 Public and Private Primary Schools. With the many schools designated as organizers of inclusive schools expanding opportunities for children who have disabilities or have special needs to attend education. However, based on the observation of researchers there are still many people who do not want to openly use the inclusive schools that have been provided by the government. From the results of identification, it is caused by many factors including the attitude of parents who are not willing their children to socialize to the general

public so that their children are isolated at home or put into Special Needs School, then there is a lack of parental trust in the ability of teachers at public schools in overcoming their children's limitations.

The question is, how is the implementation of inclusive education at the Elementary School level in the city of Bengkulu? Based on pre-research data, the findings obtained by researchers in the field indicate that there are still many different encounters and other issues such as the community or parents who still lack understanding and cannot properly utilize the presence of inclusive schools in several schools in Bengkulu. Another problem that arises is that parents of students with special needs still lack confidence in the abilities of teachers in public schools in overcoming the limitations of their children who have special needs and parents are not sure their children who have special needs can socialize public students (normal) so that their children are more like to be put into a Special Needs School. In an effort to overcome the various problems encountered in the field, it is necessary to have an in-depth study of the implementation of inclusive education in schools that are scattered in several places in Bengkulu.

Furthermore, the grand tour conducted by researchers in the field obtained information that the existence of the existing inclusive schools still experienced some problems, including the lack of teachers according to their educational background with the needs of inclusive education, as well as funding issues, inclusive implementation schools were not treated specifically by the government, and school grants are the same as other schools, a matter of curriculum, where the government has not prepared a uniform curriculum for this inclusive school.

Based on the explanation of the findings of the above problems, the researcher was interested to conduct further research on "The Problematics of the Implementation of Inclusive Education at the Elementary School Level in the City of Bengkulu".

### ***Theoretical Review***

Inclusive education is a system of providing education that provides opportunities for all students who have disabilities and have the potential for intelligence and / or special talents to attend education or learning in the educational environment together with students in general (Minister of Education Regulation No. 70 of 2009).

Inclusive education is an education service system that includes children with special needs to learn together with their peers in the regular school closest to where they live. The implementation of inclusive education requires schools to make adjustments both in terms of curriculum, educational facilities and infrastructure, and learning systems that are tailored to the individual needs of students (Directorate of Special Needs School, 2004).

Ilahi (2013) defines inclusive education as a form of education reform that emphasizes anti-discrimination attitudes, the struggle for equal rights and opportunities, justice and expansion of access to education for all, improving the quality of education, strategic efforts in completing 9-year compulsory education, and efforts to change community attitudes for children with special needs.

The goal of inclusive education is for all children to get quality education in accordance with their needs and abilities and to realize education that respects diversity and is discriminatory for all children.

The inclusive education model that is implemented in Indonesia uses the integrative inclusive education model (mainstreaming). Mainstreaming model is an integrated education model that is implemented by providing opportunities for children with special needs to be able to learn together with children in general in public schools that are tailored to their level of needs. In practice, the requirements

that must be met are children with disabilities who take special classes or special schools are transferred to regular schools, the main requirement is that they must be ready to attend a class at a regular school.

Inclusive education with mainstreaming models is an approach that emphasizes integration in aspects of equality and fairness. Because there are differences in educational concepts and models, in inclusive education there are several educational components that need to be managed in inclusive schools, namely: 1) student management; 2) curriculum management; 3) management of educational personnel; 4) management of facilities and infrastructure; 5) financial / fund management; 6) environmental management (school and community relations); and 7) special service management.

## **Research Method**

### **The Type of Study**

This study used a qualitative type, qualitative research is a research procedure that produces descriptive data in the form of words written or spoken from people and observable behavior. According to Bogdan and Taylor, qualitative research is an approach aimed at describing and analyzing phenomena, events, social activities, attitudes, beliefs, perceptions, thoughts of individuals individually. In addition, qualitative research is a research procedure that produces descriptive data in the form of written or oral words from people and observed behavior (Margono, 2009: 36).

This research was conducted in August to October 2019. The research site was at the inclusion schools of Elementary Schools in Bengkulu City. Data collection techniques used in research through (1) observation, (2) in-depth interviews and (3) study documents. Informants in this study were 1) Principal, 2) teachers, 3) students, 4) City Education Agency and 5) Provincial Education Office. Analysis of research data using the steps of the Miles and Huberman (1992: 47) flow model, namely data reduction, data presentation, and drawing conclusions.

To strengthen the validity of the findings and stop the research data, the researcher refers to the use of data validity standards suggested by Lincoln & Guba (2003), which consists of (1) credibility, (2) transferability, (3) dependability, (4) (confirmability).

### **Formulation of the problem**

Based on the background of the problems that have been raised, the formulation of the problem in this study is formulated as follows:

1. How was the implementation of inclusive education programs at the Elementary School level in Bengkulu City?
2. How was the solution to overcome obstacles in the implementation of inclusive education at the elementary school level in the city of Bengkulu?

### **Research purposes**

Based on the formulation of the problems, the research objectives were described as follows:

1. Implementation of inclusive education programs at the Elementary School level in Bengkulu City.

2. Barriers to inclusive education programs at the Elementary School level in Bengkulu City.
3. Solution to overcome obstacles in the implementation of inclusive education at the Elementary School level in the City of Bengkulu.

## ***Research Funding and Discussion***

### **Research Finding**

The research findings are stated below:

#### **1. Implementation of Inclusive Education for Meeting the Needs of Children with Special Needs at the Elementary School Level in Bengkulu City.**

The implementation of inclusive education in Bengkulu is an equalization effort so that students can study together, learn to be able to live together, the research findings are as follows:

First, the implementation of inclusive education at the elementary school level in the city of Bengkulu, has not run in accordance with the principles of organizing inclusion. In the practical level of learning, inclusion is a change that can benefit not only children with special needs but also children in general in the classroom.

Second, there are 8 (eight) elementary schools in Bengkulu City that have implemented inclusive education. From the designated school, it has not yet run optimally following the guidelines for implementing inclusion. This is because there is no specific training or program from the government that provides technical assistance in implementing the inclusion program. As a result, each school implements an inclusion program in accordance with the conditions and abilities of each school.

Third, during the learning process in class the teacher runs his assignment as usual. It's just that students who have special needs, teachers provide assistance and special approaches in the learning process. The teacher provides targeted guidance to students who have special needs, such as providing longer duration of work on learning assignments, helping to provide understanding to students with special needs when experiencing difficulties in the learning process, giving the burden of learning load compared to normal students, placement of places special sitting in class, usually told to sit in front so that children are easier to hear, read, and see the teacher's direction in teaching and learning activities in the classroom.

Fourth, despite all the limitations of the learning facilities and the teaching human resources of teachers, there are already some teachers who have adopted a cooperative learning atmosphere. Where in this approach the teacher plays more role as a facilitator and students must be the center of learning, as an effort to build motivation and collaboration between students as the principle of inclusive learning.

Fifth, seen from the process of accepting students with special needs, the school that is given the responsibility to carry out inclusive education has no specific guidelines or guidelines, even using the requirements as the normal admission of students in general. This condition makes in giving treatment in the learning process in class, often teachers and students with special needs have difficulty.

Sixth, in the process of accepting students with special needs, the school that is given the responsibility for organizing inclusive education has no specific guidelines or guidelines, even using

requirements as the normal admission of students in general. This condition makes in giving treatment in the learning process in class, often teachers and students with special needs have difficulty.

The findings show that there are still problems and obstacles experienced by schools in organizing inclusive education. This is supported by the results of Wati's research (2014: 340) which states that although many elementary schools have been designated as inclusive schools, but in their implementation there are still many that are not in accordance with fundamental concepts, in fact it is not uncommon to find practice errors especially related to aspects of understanding, internal school policies, curriculum, and teaching and learning personnel.

## **2. Obstacles in the Implementation of Inclusive Education Meeting the Needs of Students with Special Needs for Basic Education in Bengkulu City.**

The implementation of inclusive education in Bengkulu still has obstacles and problems. These obstacles are stated as follows:

First, the lack of Teacher Resources in School Inclusion Programs. Schools providing inclusive education need to be supported by special expertise educators in the learning process and the coaching of children with special needs in general. One of the special staff needed is a Special Teacher.

Second, barriers to the policies of schools implementing inclusive education. There is still a policy that is not quite right, namely the classroom teacher does not have responsibility for the progress of learning of Children with Special Needs, as well as the parents' needs of Children with Special Needs in the provision of special teachers. Almost all schools implementing inclusive education have not yet implemented a special policy for children with special needs.

Third, the lack of facilities and infrastructure to support inclusive education. Constraints found in implementing inclusive education such as the lack of means to support inclusive education systems, the limited knowledge and skills possessed by inclusive school teachers shows how the inclusive education system is not really well prepared. The findings show that all schools designated as providers of inclusive education do not yet have adequate infrastructure to support learning.

Fourth, the unavailability of curriculum and special learning tools. Teachers in inclusive education providers do not have an average learning device for children with special needs. Therefore, starting from the curriculum, methods, models, media, to evaluation tools still use learning tools for normal children. Thus in the learning process of children with special needs must adjust to the curriculum of normal children. This condition is clearly not very beneficial for children with special needs in following the learning process.

Regarding the obstacles to meeting the needs of students with special needs at the Elementary School in Bengkulu City, Sunardi (2009) suggests that inclusive education schools generally face five issues and problems with inclusive education, namely understanding and implementing them, school policies, learning processes, teacher conditions, and support systems. One important part of the support system is about preparing children.

### **3. Solution to overcome obstacles in the Implementation of Inclusive Education fulfill the Needs of Students with Special Needs for Elementary School in the City of Bengkulu.**

Based on the obstacles encountered, it can be identified several things that need to be done to overcome various obstacles in the implementation of inclusive education in schools designated as providers of education for students with special needs, namely:

First, providing technical guidance and special training for teachers and citizens of inclusive education providers. To overcome the lack of human resources and teachers' understanding of inclusive education in host schools, there is a need for technical guidance and training programs for teachers. Based on findings in the field that almost all teachers in schools designated as providers of inclusive education did not have this knowledge.

Secondly, the policies of schools providing inclusive education must meet the needs of children with special needs. In an effort to overcome obstacles in the implementation of inclusive education for students with special needs, the government, in this case the Bengkulu City Education Office and Bengkulu Province Education Office, need to implement implementing instructions and technical instructions regarding admission of students with special needs. Not only that, the government also needs to think about the availability of infrastructure to support the learning process, curriculum, and learning tools.

Third, the provision of school facilities and infrastructure for providing inclusive education to meet the needs of children with special needs. For learning facilities and infrastructure for children with special needs at least have the following standard learning facilities and infrastructure:

- a. For blind students the space needed to carry out assessment activities, consultation, orientation and mobility, remedial teaching, braille writing exercises, listening exercises, physical exercises, skills, and tool storage.
- b. For students with communication disorders people are needed to carry out activities, assessments, consultations, speech development exercises, sound and rhythmic perception development, remedial teaching, physical training, skills, and tool storage.
- c. For students who are mentally disabled / slow learning children need space to carry out assessment activities, consultation, sensory training, self-development, remedial teaching, perceptual training, skills, and tool storage.

Fourth, the availability of curriculum and special learning tools. To overcome obstacles in the implementation of inclusive education, curriculum and learning tools are needed specifically for teachers in schools providing inclusive education. With the availability of curriculum and special learning tools, it is expected that the learning process for students with special needs at school can be carried out optimally.

Related to solutions to overcome obstacles in the implementation of inclusive education to meet the needs of students with special needs for basic education, the first step that can be taken is to manage school-based management. School Based Management gives flexibility to the Principal to plan, organize, direct, coordinate, supervise, and evaluate the components of education within the school so that inclusive education runs optimally. The Principal is also expected to be pro-active in socializing this program to the community, looking for Children with Special Needs in the surrounding environment, or seeking help from the community to support the program at school (Lukitasari, Sulasmono and Iriani, 2017: 131).

Besides school management, another important thing is the role of government, the government has responsibility for professional development and teacher competency improvement although sometimes the responsibility system is partly left to school organizations, because schools also have a role to make changes in their schools, especially principals (Carrington and Robinson, 2004).

## Discussion

### **1. Implementation of inclusive education to meet the needs of children with special needs at the elementary school level in the city of Bengkulu.**

Most schools have not implemented it in learning activities in schools. One of the reasons is that after being appointed as an inclusive education provider school, the government, in this case the Bengkulu Province National Education Service, does not provide technical guidance or training to teachers, both regarding teacher human resources, curriculum and learning tools, facilities and infrastructure, and school policies. As a result, children with special needs in the implementation of learning in schools must adjust to normal students.

In this effort, the key to the success and success of the implementation of inclusive education is the need for attention and support from various elements and be able to provide accommodation as needed. According to Giangreco (2013) schools must also collaborate with school communities such as teachers, class assistant teachers, parents, students, school administrative teams, and school communities to maximize teacher performance. Furthermore, Hatam (in Carrington and Robinson, 2004) explains that teachers are important actors in the school reform process. The hope is that if the teacher understands and is able to carry out inclusive education in his school, the teacher can channel his knowledge to the community through parents of parents, both parents of special needs and non-special needs parents.

### **2. Obstacles in the implementation of inclusive education to meet the needs of children with special needs at the elementary level in Bengkulu City.**

There are 4 factors in the implementation of inclusive education in schools that have been established as organizers. Namely, the unavailability of human resources and teacher understanding of inclusive education, there is no curriculum and learning tools available, facilities and infrastructure, or school policies. As a result, children with special needs in the implementation of learning in schools must adjust to normal students.

In line with the results of Tanoto's research which concluded that the problems that arose were: lack of facilities and infrastructure that support the implementation of inclusion (87.10%), lack of involvement from all parties (academics, experts, teachers, schools, parents, and government) related to the implementation inclusive schools (6.45%), social backgrounds that affect ABK (3.23%), the predicate school predicate makes schools lose intelligent students (1.61%), there is no understanding on the implementation of inclusion between various parties (1.61%).

Overcoming the various problems of the implementation of inclusive education, the true teacher as an agent of educators is the main key that has a vital role as a learning leader. According to Yuliasutik (2011), based on the results of the research he has concluded, the leader of the inclusive school learning is ideal to have a familiar, low profile, wise, supportive, humorous, loving and caring nature and maintain the involvement of students' parents, government, and universities in developing teacher professional.



### **3. Solution to overcome obstacles in the implementation of inclusive education to meet the needs of children with special needs at the elementary school level in the city of Bengkulu.**

The solution to overcome obstacles in the implementation of inclusive education for children with special needs at the elementary school level in the city of Bengkulu is the availability of human resources and teacher understanding of inclusive education in the learning process, the availability of facilities and infrastructure to support learning activities in the form of classrooms, teaching aids / learning media, the availability of curriculum and learning tools for inclusive education for teachers in schools that have been designated as providers of inclusive education, and the existence of school policies that are pro and able to meet the needs of children with special needs, ranging from the recruitment system, learning methods and models, to the evaluation system.

Furthermore, the success of inclusive education involves many parties, be it the government, schools and the community. This is confirmed by Sunaryo (2007) who argues that for the success of inclusive schools it is necessary to involve many parties not just from schools. Similarly, according to Bines, stated that inclusive schools are a process that involves all school staff and students for their development such as how to approach student organizing, the role of teaching staff, approaches in teaching and curriculum (in Carrington and Robinson, 2004). For this reason, for its implementation, schools must also work with the school community such as teachers, class assistant teachers, parents, students, school administrative teams, and school communities to maximize teacher performance (Giangreco, 2013).

### ***Conclusion and Suggestion***

#### **Conclusions**

From the research findings and discussion, the following conclusions can be drawn:

1. Most schools at elementary school level in the city of Bengkulu have not yet implemented inclusive education to meet the needs of children with special needs in learning activities at school. This is one of the reasons, after being appointed as an inclusive education provider school, the government in this case the Bengkulu Province National Education Office does not provide technical guidance or training to teachers, both regarding teacher human resources, curriculum and learning tools, facilities and infrastructure, and school policies.
2. Barriers to the implementation of inclusive education to meet the needs of children with special needs at the elementary school level in the city of Bengkulu are caused by the following 4 obstacles, namely the unavailability of human resources and teacher understanding of inclusive education, the lack of curriculum and learning tools, facilities and infrastructure, and school policies. As a result, children with special needs in the implementation of learning in schools must adjust to normal students.
3. The solution to overcoming barriers to the implementation of inclusive education to meet the needs of children with special needs at the elementary school level in the city of Bengkulu is the availability of human resources and teacher understanding of inclusive education in the learning process, the availability of facilities and infrastructure to support learning activities in the form of classrooms, teaching aids / learning media, the availability of curricula and learning tools for inclusive education for teachers in schools that have been designated as providers of inclusive education, and the existence of pro school policies that are able to meet the needs of children with special needs, ranging from the recruitment system, learning methods and models, to the system evaluation.

## Suggestion

From the conclusions above, that the following are suggested:

1. It is hoped that the central and regional governments provide technical guidance and training to teachers in schools that have been designated as providers of inclusive education. In addition, the government must monitor and evaluate the implementation of inclusive education in host schools.
2. It is expected that the Bengkulu City Education Office and Bengkulu Province Education Office, in order to be able to meet the needs of facilities and infrastructure, teachers, curriculum and learning tools, school policies that support students with special needs, and create a learning atmosphere that allows children with special needs to learn well and comfortable.
3. It is hoped that the schools providing inclusive education will be able to optimize the resources available at the school to fulfill the rights of children with special needs to obtain a learning process that enables them to develop intellectual, social and emotional abilities.

## References

- Afifah, R (2012). Manajemen Sekolah inklusi. Online. "Membre". [http:// Edukasi.kompas.com](http://Edukasi.kompas.com)
- Carrington, S., Robinson, R. (2004) A case study of inclusive school development: a journey of learning.
- Jacob, U.S dan Olisaemeka, A.A. 2016. Inclusive Education in the 21st Century: Parameters and Opportunities for Learners with Special Needs. *European Scientific Journal* April 2016 edition vol.12, No.10.
- Direktorat PLB. (2004). Buku Seri: *Pedoman Penyelenggaraan Pendidikan Inklusi*. Jakarta: Dirjen dikdasmen, Depdiknas.
- Direktorat Manajemen Pendidikan Dasar dan Menengah. (2008). *Policy Brief, Sekolah Inklusif; Membangun Pendidikan Tanpa Diskriminasi*, Jakarta: Departemen Pendidikan Nasional.
- Giangreco, M.F. (2013). Teacher Assistant Supports in Inclusive Scholls: Research, Practices and Alternatives. *Australasian Journal of Special Education*. 37 (2): 93-106.
- Lukitasari, S.W., Sulasmono, B.S dan Iriani, A. (2017). Evaluasi Implementasi Kebijakan Pendidikan Inklusi. *Jurnal Manajemen pendidikan*. 4 (2).
- Ilahi, Muhammad Takdir. 2013. *Pendidikan Inklusif*. Jogjakarta: Ar-Ruzz Media.
- Margono. (2009). *Metode Penelitian Kualitatif dalam Pendidikan*. Jakarta: Ghalia.
- Miles dan Huberman. (1992). *Metode Penelitian Kualitatif*. Jakarta: Grafika.
- Smith, D.J. 2006. *Inklusi, Sekolah Ramah untuk Semua*. Bandung: Penerbit Nuansa.
- Sunardi, dkk. (2011). The Implementation of Inclusive Education for Students with Special Needs in Indonesia. *Excellence in Higher Education*, 2 (1), 1-10.

Sunaryo. (2009). *Manajemen Pendidikan Inklusif*. Manjpendinklusi.wordpress.

Tanoto, N. Permasalahan-Permasalahan yang Dihadapi Sekolah Penyelenggara Pendidikan Inklusi pada Tingkat SD. *HUMANITAS*, 13 (1): 50-61.

Wati. E. (2014). Manajemen Pendidikan Inklusi di Sekolah Dasar Negeri 32 Kota Banda Aceh. *Jurnal Ilmiah Didaktika*, 14 (2):368-378.

### **Copyrights**

Copyright for this article is retained by the author(s), with first publication rights granted to the journal.

This is an open-access article distributed under the terms and conditions of the Creative Commons Attribution license (<http://creativecommons.org/licenses/by/4.0/>).