

Management of Inclusive Education Oriented towards Online Learning Services in Public Elementary Schools

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ABSTRACT

This study explores the management practices, challenges, and potential solutions in implementing inclusive education programs oriented towards online learning services in public elementary schools in Banda Aceh, Indonesia. Using a qualitative descriptive approach with a case study design, data were collected through interviews, observations, and document analysis involving school principals, teachers, and parents. The findings reveal that inclusive students were generally treated the same as regular students during online learning, with limited differentiation or specialized support. Challenges included teachers' lack of training in inclusive pedagogy, parents' limited digital literacy, and inadequate school infrastructure to support students with special needs in a remote learning environment. Despite these constraints, the study found strong support for inclusive education from school communities. However, the absence of individualized support programs highlights the need for more targeted planning, professional development, and infrastructure improvements. This research underscores the importance of adaptive management strategies in inclusive education, particularly in the context of digital learning.

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1. INTRODUCTION

Inclusive education has become an increasingly prominent paradigm in global educational reform, driven by the commitment to ensuring equal access and participation for all learners, regardless of their physical, intellectual, social, emotional, linguistic, or other conditions (UNESCO, 2020). This includes children with disabilities, those from marginalized communities, and learners with special educational needs (SEN). The concept of inclusive education challenges the traditional segregation of students based on ability and advocates for an integrated system that fosters diversity and equity in learning environments (Ainscow & Miles, 2009). In Indonesia, inclusive education has been promoted through regulatory frameworks such as Permendiknas No. 70 of 2009, which mandates that public schools must accommodate children with special needs.

While the ideal of inclusive education is widely endorsed, its practical implementation presents significant challenges, particularly in low-resource settings. Studies have shown that many schools lack

adequate infrastructure, trained personnel, and appropriate learning materials to effectively support inclusive practices (Efendi & Nugroho, 2018). These limitations are further exacerbated in times of crisis, such as the COVID-19 pandemic, which forced a sudden shift from traditional classroom-based instruction to online learning. The transition to remote education has had a disproportionate impact on students with special needs, who often require personalized support, assistive technologies, and consistent in-person guidance (Arifin et al., 2021).

The global shift to online learning during the pandemic underscored critical gaps in digital inclusion. According to Syarifudin (2020), online learning in Indonesia faced multiple hurdles, including limited access to internet services, lack of devices, and insufficient digital competence among teachers and parents. For children with special needs, these barriers are compounded by the lack of individualized learning plans and support systems, making online education particularly inaccessible (Minsih, Mujahid, & Suparno, 2020). Furthermore, parents—especially mothers—frequently reported stress and emotional strain in assisting their children with online tasks they themselves often did not understand (Gloria, 2021).

In inclusive settings, school management plays a pivotal role in ensuring that inclusive values are translated into effective educational practices. Management encompasses the processes of planning, organizing, directing, and evaluating educational activities to meet the diverse needs of learners (Bahri, 2022). In the context of online learning, school leadership is expected to develop adaptive strategies that address technological limitations, pedagogical preparedness, and collaborative engagement with families. Yet, research indicates that many school leaders and educators are ill-prepared to design and implement inclusive online education programs, resulting in one-size-fits-all approaches that fail to accommodate diverse learning needs (Ni'mah et al., 2022).

In Banda Aceh, several public elementary schools have adopted inclusive education policies; however, their preparedness to transition these programs into an online format remains largely unexplored. While regular students may continue to engage in digital learning platforms such as Zoom or Google Meet, students with special needs often receive the same instructional content without modification or support, undermining the principles of inclusion (Prasetyo & Supena, 2021). Teachers may lack specialized training in inclusive pedagogy, and collaboration with parents is frequently limited to passive communication via messaging apps, rather than active co-creation of learning strategies (Putria, Maula, & Uswatun, 2020).

Given this context, there is a need to examine how inclusive education is being managed in public elementary schools during the shift to online learning. Specifically, it is important to understand the strategies employed by school administrators, the challenges faced by educators and families, and the solutions being developed to ensure educational continuity for students with special needs.

Therefore, this study seeks to analyze how inclusive education programs are managed, the challenges encountered, and the solutions implemented in delivering online learning services for students with special needs in public elementary schools in Banda Aceh. By addressing these issues, the research contributes to the broader discourse on inclusive education in digital learning contexts and offers practical insights for school leaders, educators, and policymakers aiming to enhance the inclusivity, accessibility, and effectiveness of online education for all learners.

2. METHOD

2.1 Research Design

This study employed a qualitative descriptive approach using a case study design to explore how inclusive education programs oriented toward online learning are managed in public elementary schools. The qualitative case study method was chosen to allow for an in-depth understanding of contextual factors, stakeholder experiences, and school-based practices related to the implementation of inclusive education during the transition to remote learning (Creswell & Poth, 2018). The case study

focused on selected public elementary schools in Banda Aceh that had officially adopted inclusive education policies.

2.2 Participants and Sampling Technique

Participants in this study included school principals, classroom teachers, and parents of students with special needs. A purposive sampling technique was used to select participants who were directly involved in the management and implementation of inclusive education programs. The selection criteria included: (1) schools designated as inclusive by the local education authority, (2) active participation in online learning during the COVID-19 pandemic, and (3) willingness of participants to provide detailed insights through interviews. A total of six school principals, twelve teachers, and eight parents participated in the study.

2.3 Data Collection Techniques

Three primary techniques were used to collect data: semi-structured interviews, non-participant observation, and document analysis.

- Interviews were conducted with principals, teachers, and parents to gain insight into their perspectives, experiences, and challenges related to managing inclusive online learning. Interview guides were developed based on the study objectives and included open-ended questions to encourage elaboration.
- Observations were carried out in virtual learning environments (e.g., Zoom or WhatsApp learning sessions) to document real-time practices and interactions, particularly with inclusive students.
- Document analysis included reviewing school policies, learning plans, teacher reports, and official correspondence related to online and inclusive education implementation.

All interviews were audio-recorded with consent, transcribed verbatim, and anonymized to ensure confidentiality.

2.4 Data Analysis

The collected data were analyzed using thematic analysis, following the model proposed by Braun and Clarke (2006). The analysis involved several stages:

1. Data familiarization through repeated reading of transcripts and notes;
2. Initial coding to identify meaningful units related to inclusive education management, challenges, and solutions;
3. Theme development by grouping codes into broader categories; and
4. Interpretation to derive insights and patterns that address the research questions.

To ensure the trustworthiness of the findings, the study employed triangulation of data sources (interviews, observations, and documents), member checking with selected participants, and peer debriefing among research colleagues.

2.5 Ethical Considerations

Ethical approval was obtained from the research ethics committee at Universitas Syiah Kuala. All participants were informed of the study's purpose, procedures, and their rights, including voluntary participation and the ability to withdraw at any time. Informed consent was obtained prior to data collection, and pseudonyms were used to protect participant identities.

3. FINDINGS AND DISCUSSION

This section presents the findings from interviews, observations, and document analysis, categorized into three main themes: (1) inclusive education management practices, (2) challenges in online inclusive education, and (3) solutions and school-based strategies. These themes reflect how inclusive education is implemented during online learning in public elementary schools in Banda Aceh.

3.1 Management Practices in Inclusive Online Education

The study found that inclusive education in the examined schools was generally implemented without program differentiation for students with special needs. All students—regardless of ability—participated in the same online platforms (Zoom, WhatsApp, Google Meet), and lessons were delivered using uniform materials.

School principals acknowledged that no specific modifications or individualized education programs (IEPs) were developed for inclusive students. The primary emphasis was on curriculum continuity for all learners. Despite this, teachers reported making minor adjustments in the level of task difficulty for students with below-average abilities. For instance, while lesson topics remained the same, students with learning challenges were assigned simpler, yet competency-aligned tasks.

Meetings to plan online instruction were held at the school level, involving teachers and administrators. However, parents were not directly involved in the instructional planning process, and communication with them was conducted primarily via WhatsApp groups. This limited dialogue and collaboration, particularly in supporting students with special needs who required more consistent adult guidance at home.

These findings align with prior studies indicating that school management in inclusive settings often fails to adopt a differentiated approach, especially when resources are limited or professional training is insufficient (Bahri, 2022; Prasetyo & Supena, 2021).

3.2 Challenges in Implementing Inclusive Online Education

The research identified several recurring challenges faced by schools, teachers, and families in implementing inclusive online education:

3.2.1 Teacher Preparedness and Training

Most teachers had limited experience and training in inclusive pedagogy, particularly for online instruction. While they were capable of using basic digital tools, they lacked the skills to design adaptive materials or individualized support strategies for children with special needs. Teachers often defaulted to general instructional methods, which did not account for learners' cognitive or emotional diversity.

3.2.2 Parental Constraints

Parents, especially mothers, frequently experienced emotional stress, time constraints, and digital illiteracy, making it difficult to assist their children during online learning sessions. Many parents expressed frustration over their inability to understand lesson materials or access digital platforms. These findings are consistent with previous research indicating increased stress and burnout among parents during school closures (Gloria, 2021; Zahroh et al., 2022).

3.2.3 Infrastructure and Access Issues

Some schools faced infrastructure limitations, such as a lack of sufficient digital devices and weak internet connectivity in certain neighbourhoods. Although Banda Aceh generally has internet coverage, unequal access across households created disparities in learning opportunities. This challenge was

more pronounced for students with special needs, who often relied on multimedia or assistive tools that were not available.

3.2.4 Uniform Curriculum Implementation

The lack of a modified or flexible curriculum also emerged as a challenge. Although national policies encourage adaptation for inclusive learners, in practice, schools applied the same curriculum and assessment criteria for all students. This undermined inclusive principles by not accommodating learning differences.

3.3 Solutions and Improvement Strategies

Despite these challenges, schools have implemented several strategies aimed at improving the inclusivity of online learning:

3.3.1 Differentiated Assignments

Although formal IEPs were absent, some teachers reported using differentiated tasks informally. For example, students with difficulties were given tasks with reduced complexity or extended time. While these adaptations were minimal, they reflect initial efforts to acknowledge learner diversity.

3.3.2 Parental Involvement through Monitoring

Schools attempted to engage parents as facilitators by encouraging them to monitor their children's participation during online sessions. Teachers coordinated with parents via WhatsApp to remind them of lesson schedules, provide task explanations, and offer encouragement. However, the level of engagement varied widely based on the parent's availability and capacity.

3.3.3 Collaboration with Education Authorities

Some schools received support from the local Education Office, which provided guidance and limited assistance, such as training in digital platforms and data subsidies for students. However, this support did not include resources specific to inclusive education.

3.3.4 Teacher Creativity and Peer Collaboration

Teachers increasingly relied on peer sharing and informal collaboration to overcome resource limitations. For example, some developed creative learning materials like recorded video instructions and interactive tasks using Google Forms. These efforts were particularly helpful in maintaining student interest and partially addressing the lack of formal support structures.

Discussion

The findings of this study reveal that while inclusive education has been formally integrated into the policy frameworks of public elementary schools in Banda Aceh, its implementation within online learning contexts remains largely underdeveloped and superficial. Schools have demonstrated a symbolic commitment to equity by admitting students with special needs (PDBK); however, the absence of specialized planning, adapted instructional strategies, and dedicated resources significantly limits the realization of inclusive principles in practice. These results reflect a broader trend documented in the literature, where policy-level support for inclusive education does not always translate into operational success, particularly in resource-constrained settings (Ainscow & Miles, 2009; Efendi & Nugroho, 2018).

One of the most striking observations from this study is the uniform treatment of all students in online classrooms, regardless of their individual learning profiles. The schools included in the study continued their instructional programs via Zoom, WhatsApp, or Google Meet but offered no formal accommodations or differentiated learning pathways for students with disabilities or learning challenges. While some teachers reported making minor task adjustments (e.g., simplified assignments), these efforts were informal, lacked consistency, and were not informed by any established inclusive pedagogical frameworks. This one-size-fits-all approach, while logistically simpler, contradicts the foundational principles of inclusive education, which emphasize equity through differentiation and individualization (Florian & Black-Hawkins, 2011).

This pattern also underscores the critical gap between the rhetoric and reality of inclusion. Although inclusive education is embedded in national policy (e.g., Permendiknas No. 70 of 2009), practical implementation often lacks systematic planning, monitoring, and evaluation mechanisms. Teachers, acting under resource constraints and insufficient training, are frequently left to interpret inclusive mandates independently, resulting in fragmented and inconsistent practices. As such, the success of inclusion is contingent not merely on policy existence but on the institutional capacity to operationalize inclusive pedagogies in dynamic and context-specific ways (Slee, 2011).

Another important dimension revealed in this study is the increased burden placed on families, particularly mothers, during the online learning period. Mothers often reported emotional exhaustion, difficulty understanding lesson materials, and limited digital proficiency, which hindered their ability to support their children's learning effectively. These findings align with Mutaqinah and Hidayatullah (2020), who argue that in the absence of structured school-based support, the home becomes the de facto learning environment, disproportionately impacting women as primary caregivers. The gendered nature of educational caregiving, especially during crises like the COVID-19 pandemic, adds a socio-emotional layer to the challenges of inclusive education and underscores the need for more holistic and family-centered intervention models.

Moreover, the digital divide in Banda Aceh, though not as severe as in rural or remote regions, still presents barriers to effective inclusion. While most schools have access to the internet and basic online platforms, digital inclusion involves more than just connectivity or device ownership. It entails the meaningful and sustained participation of all students in digital learning, which requires accessible content, adaptive interfaces, and culturally responsive pedagogy (Al-Azawei et al., 2017). In the absence of tools such as screen readers, learning management systems with assistive features, and teacher training in Universal Design for Learning (UDL), students with cognitive or sensory impairments are effectively excluded from online participation. This lack of digital accessibility is a pressing equity issue that must be addressed in any conversation about sustainable, inclusive education.

The findings also highlight that school leadership plays a pivotal role in shaping the success or failure of inclusive practices during online learning. Principals were responsible for designing instructional programs, yet few had training in inclusive school management. Decision-making related to inclusive practices was often conducted without input from special education professionals or parent representatives. Consequently, planning was reactive rather than proactive, and lacked clear benchmarks for evaluating the inclusion of students with special needs.

Leadership in inclusive education requires a vision for diversity, strategic resource allocation, staff capacity development, and family engagement (McLeskey et al., 2014). Without a commitment to these components, school leaders may inadvertently perpetuate exclusionary practices under the guise of uniformity. This study reinforces the urgent need for school-based capacity building, not only for teachers but also for principals and administrators who manage the implementation of inclusive

policies. Research has shown that schools with well-informed and inclusive-minded leaders are more likely to implement sustainable and impactful inclusion strategies (Ainscow & Sandill, 2010).

The professional development of teachers emerged as another crucial factor. Teachers in this study expressed the need for training in both inclusive pedagogy and educational technology. Many relied on general instructional strategies, lacked confidence in adapting materials, and were unfamiliar with tools that could enhance accessibility. This dual gap—in pedagogical differentiation and technological fluency—presents a major obstacle to the realization of inclusive education in online settings.

Teacher education programs and in-service training initiatives must therefore incorporate practical modules on inclusive digital teaching. Topics should include differentiated instruction, multimodal content delivery, formative assessment for diverse learners, and the use of assistive technologies. Furthermore, support structures such as mentoring, professional learning communities, and online resource hubs can help sustain teacher development over time. As Prasetyo and Supena (2021) emphasize, inclusive success depends not only on teachers' intentions but also on their access to tools, knowledge, and institutional support.

Importantly, the study's findings also point to promising practices that, although modest, suggest opportunities for improvement. Some teachers demonstrated creativity by using recorded video lessons, modified assignments, and personalized follow-ups with parents. These practices—though not formalized—show the potential for grassroots innovation in inclusive teaching. Encouraging such adaptive efforts through recognition, resource sharing, and leadership endorsement could cultivate a school culture that values inclusion as a dynamic, responsive process rather than a fixed standard.

Collaboration also surfaced as a missing but necessary element. Inclusive education, particularly in the online learning era, cannot rely solely on individual teacher efforts. It demands multi-stakeholder coordination involving educators, parents, school leaders, government bodies, and community organizations. However, this study found that parent-teacher collaboration was limited, often confined to one-way communication through WhatsApp groups. There was no evidence of co-planning, feedback loops, or capacity-building initiatives involving families. For inclusive education to be truly effective, parents must be treated as active partners rather than passive recipients of school information (Hornby, 2015).

Finally, this study contributes to a broader understanding of the structural and cultural barriers that inhibit the implementation of inclusive education in digital contexts. It highlights the importance of shifting from a compliance-based model of inclusion—where schools admit students with special needs but do not support them—to a transformative model, where inclusion is embedded in pedagogy, policy, and school culture. Such a shift requires not only systemic reform but also a reimagining of inclusion as an ongoing process of adaptation, reflection, and collaboration.

In sum, this study reinforces that inclusive online education is not merely a matter of access, but of adaptation—to pedagogy, infrastructure, family contexts, and learner diversity. The current approach in Banda Aceh's public elementary schools, while well-intentioned, falls short in operationalizing inclusive values. Addressing these shortcomings will require sustained investment in teacher and leadership development, digital accessibility, parent engagement, and collaborative school governance. Only through these combined efforts can inclusive education evolve from policy aspiration to lived reality—both in physical classrooms and in digital learning environments.

4. CONCLUSION

In conclusion, this study highlights that while public elementary schools in Banda Aceh have adopted inclusive education policies, their implementation during online learning remains limited and largely uniform, offering little differentiation for students with special needs. The challenges

identified—such as insufficient teacher training, limited infrastructure, inadequate parental support, and the absence of individualized instructional planning—underscore the gap between inclusive education policy and practice. Despite these barriers, schools made initial efforts through differentiated tasks, teacher collaboration, and basic parental engagement, although these strategies were informal and inconsistently applied. To improve the inclusivity and effectiveness of online learning, schools must develop structured inclusive education frameworks, invest in teacher professional development, support parents through digital literacy training, enhance infrastructure, and foster collaborative planning among all stakeholders. Inclusive online education requires more than technology access; it demands deliberate management, adaptive pedagogy, and sustained stakeholder engagement to ensure equitable learning opportunities for all students.

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