



Challenges for Special Education Teachers in Limited Face-to-Face Learning During the Covid-19 Pandemic: A Survey Research

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Abstract. The pandemic of Covid-19 poses various problems for teachers. This study aims to determine the challenges experienced by special education teachers in providing education for students with special needs in special schools during the limited face-to-face learning (LFL) period in the 2021/2022 academic year. The research used a survey method using Google Forms shared via social media. The research instrument was a questionnaire consisting of questions about the background and class conditions of the respondents and 32 statements regarding teacher challenges answered on a rating scale. There were 396 respondents of special education teachers from various regions in Indonesia who filled out this questionnaire. The results showed that the change from distance learning to limited face-to-face learning (LFL) poses several challenges for special education teachers in Indonesia. The results showed that as many as 76.4% of respondents experienced problems in learning evaluation, and 74.1% of teachers experienced challenges in implementing vocational learning. Then, 70% had challenges collaborating and communicating with parents, 64.4% had difficulty conducting assessments, planning and implementing learning, and 50.3% had problems teaching and implementing health protocols. Changes in the learning situation always pose challenges for teachers. Therefore, teachers need to improve their competencies and creativity.

Keywords: Special education teachers · Limited Face-to-face Learning Student with Special Educational Needs · Covid-19 pandemic challenges

1 Introduction

The Covid-19 pandemic since March 2020 has provided various experiences for teachers as implementers of education, including teachers in special needs schools. The change in learning from face-to-face to distance learning poses various obstacles experienced by students, teachers, and parents [1, 2]. Similarly, special education teachers face different challenges in providing services for children with special needs during distance learning [3, 4]. Challenges experienced by Special education teachers consist of dealing with the diverse characteristics of students, managing classes [5], developing lesson plans,

media, and materials according to student characteristics [6], and building collaboration with parents and other teachers [7–9]. However, during the Covid-19 pandemic, the challenges, problems, and obligatory competencies of teachers in special schools have increased [10–12]. Studies in the early days of the pandemic found various problems experienced by teachers in special schools. For instance, teachers have problems with internet access, unpreparedness for using technology, and difficulties in planning and choosing adaptive learning models and media for students with special needs [13]. Also, teachers face challenges in educating children with special needs in distance learning. Decreased learning motivation [14], the emergence of boredom and reluctance to learn, and the decline of skills possessed by students are challenges for special education teachers. During the pandemic, the collaboration between teachers and parents is often problematic [15]. Besides, the special needs students learning programs, such as activity daily living (ADLs) and vocational education, become more challenging during distance learning [10, 16], requiring good collaboration with parents.

Currently, Indonesia's situation is gradually improving due to vaccinations and community compliance with health protocols. With this improved situation, the government mandated that schools in safe zones can carry out limited face-to-face learning starting in January 2022. The limited face-to-face learning has a level and health protocol rules adjusted to the area's limitation of community activities level. Every school citizen must follow the health protocol. In addition to academic challenges, teachers also face difficulties in explaining the procedures to follow health protocols to students with special needs. Meanwhile, schools need facilities to implement and socialize health protocols to students and school residents. This rule requires teacher flexibility in dealing with changing situations during an uncertain pandemic.

Change often poses challenges and requires adaptation. Previous research found that special education teachers have problems implementing distance learning. So, researchers assume that the change from distance learning to limited face-to-face learning again induces problems and challenges experienced by teachers in planning and implementing learning, vocational learning, collaboration, and health protocols in schools. Therefore, this study aims to explore the challenges experienced by special education teachers in providing educational services for students with special needs during limited face-to-face learning.

2 Method

This quantitative research used a survey design with questionnaires as a research instrument. Data collection was carried out using questionnaires distributed through Google Forms through social media such as Whatsapp, Facebook, and Instagram. Google Form was chosen because it aided us in presenting instruments and for respondents to fill in answers [17].

The population of this study was special education teachers in Indonesia. Meanwhile, the sample was selected using random sampling. The criteria for respondents to this study were special education teachers in the Indonesian region teaching special needs students in the 2021/2022 academic year and having implemented limited face-to-face learning. In detail, this study explored teachers' experiences related to challenges they faced

during limited face-to-face learning. Teachers started teaching face-to-face gradually. Data collection was carried out from July 12 to August 12, 2022.

The research instrument was questionnaires that had been validated by experts and practitioners. The questionnaire consisted of demographic questions and school conditions, as well as 32 statements exploring five aspects related to the problems of implementing limited face-to-face learning in schools. Those five aspects were challenges in assessing, planning, and implementing the learning and evaluation, along with building collaboration, vocational learning, and teaching health protocols. This aspect was formulated based on the problems observed during distance learning, which was assumed to be an obstacle for teachers in implementing limited face-to-face learning. A total of 32 statements were answered using a rating scale, namely 'strongly disagree' (STS), 'disagree' (TS), 'agree' (S), and 'strongly agree' (SS). The answer 'agree' and 'strongly agree' indicated agreement with the problems and challenges faced by teachers. The study results were then analyzed descriptively and quantitatively using simple statistical analysis. The data obtained were concentrated and presented in simple tables and graphs.

3 Results and Discussion

A total of 396 respondents filled out the questionnaire distributed online through Google Forms from July 12 to August 12, 2022. Table 1 presents the demographic information of the respondents. Respondents were from various regions in Indonesia. There were 182 (46%) respondents from Sumatra, 123 (31%) from Java, 40 (10%) from Bali and Nusa Tenggara, 14 (3%) from Sulawesi, 33 (8%) from Kalimantan and 4 (1%) from Maluku and Papua.

3.1 The Situation in the Classroom

This research explores the special education teachers' experience in conducting limited face-to-face learning in the 2021/2022 academic year. Different situations emerged when this study was conducted, with several respondents switching to full face-to-face learning. Table 2 presents the situation of the respondents' classrooms from July to August 2022. The results showed that 73% or 290 respondents had conducted a full face-to-face. In addition, 106 (27%) still carried out limited face-to-face.

Table 2 also presents that 290 (73%) respondents had full face-to-face. The 34 and 21% of our respondents conducted full face-to-face learning in January and June 2022. Besides, there were also 11% of respondents who held full face-to-face learning in 2021. Additionally, the curriculum used was also varied. Some classes used the 2013 curriculum (63%), the *merdeka* curriculum (29%), using both curricula because they were still in curriculum transition (6%), the simplified 2013 curriculum (2%), and other curricula (1%).

In addition, respondents in this research teach various types of special needs students. Based on their answers, 261 (66%) respondents teach one type of special needs, 87 (22%) teach two types of special needs, and 48 (12%) teach 3 or more types of special needs in their classroom, as illustrated in Fig. 1.

Table 1. Background of the respondents

Background of the respondents		n	%
Gender	Men	82	21%
	Women	314	79%
Teacher Role	Kindergarten/Preschool	9	2%
	Classroom teachers in grades 1–3 of elementary school	133	34%
	Classroom teachers in grades 4–6 of elementary school	104	26%
	Teachers in Grades 7–9 of Junior High School	75	19%
	Teachers in Grades 10–12 of High School	32	8%
	Religion teacher	5	1%
	Pe (Physical Education) teacher	12	3%
	Arts teacher	10	3%
	Other subjects	16	4%
Age	Under 20 years old	3	1%
	21–30 years	192	48%
	31–40 years	123	31%
	40–50 years	67	17%
	Above 50 years old	11	3%

Figure 1 shows that most of the special needs students have intellectual disabilities. As many as 180 or 45% of respondents had students with intellectual disabilities in the classroom. Meanwhile, the least number of students have specific learning disabilities (dyslexia/dysgraphia/dyscalculia).

The online platforms used by respondents during the limited face-to-face learning period are shown in Table 3. Based on respondents' answers, as many as 276 (69.7%) respondents used one platform to communicate online during limited face-to-face learning, with the most widely used platform is Whatsapp, used by 354 (89.4%). The combination of the most platforms used by respondents was Whatsapp and Zoom, used by 49 (12.4%) respondents.

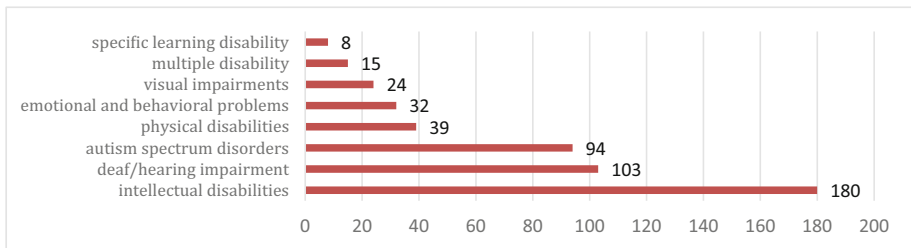
3.2 The Challenges Experienced by Special Education Teachers in Limited Face-to-Face Learning

3.2.1 Challenges of Special Education Teachers in the Assessment, Planning, and Implementation of Learning

Twelve statements were used to explore teacher problems related to assessment, planning, and implementation of learning. The “agree” and “strongly agree” answers showed that the teachers were experiencing a problem. In contrast, the answers “disagree” and “strongly disagree” indicated that the teacher had no problem. Table 4 shows the constraints experienced by teachers.

Table 2. The situation in the respondents' classroom

		n	%
Current learning (July-August 2022)	Full face-to-face learning	290	73%
	Limited face-to-face learning	106	27%
Curriculum used today	2013 Curriculum	250	63%
	Merdeka Curriculum	115	29%
	Combined 2013 curriculum and Merdeka curriculum	22	6%
	Simplified 2013 curriculum	7	2%
	Other curricula	2	1%
Full Face-to-Face Learning Begins	Since 2021	31	11%
	January 2022	98	34%
	February 2022	11	4%
	March 2022	21	7%
	April 2022	8	3%
	May 2022	19	7%
	June 2022	61	21%
	July 2022	41	14%

**Fig. 1.** Types of special needs of students in the respondent's class

Based on the respondents' answers, 39.9% answered 'agree' and 26.5% 'strongly agree', suggesting that 64.4% of respondents tend to face challenges during limited face-to-face learning. Most respondents answered 'agree' and 'strongly agree' on the challenges in implementing special needs programs (89.1%), learning that often not going according to plan (84.6%), the difficulty of behavior modification (82.1%) regarding and providing meaningful learning (81.1%).

In addition, some respondents also answered 'strongly agree' that the successful implementation of limited face-to-face learning often goes not according to what the teacher planned (52%), and there were many things they could not do during the limited

Table 3. Number and type of platforms used when Limited Face-to-face Learning

Category		n	%
Number of platforms used	1 platform	276	69.7%
	2 platform	84	21.2%
	3 platform	26	6.6%
	4 platform	10	2.5%
Types of platforms used	Google Classroom	22	5.6%
	Google Meet	42	10.6%
	Other (Youtube, Classpoint, Quizizz)	6	1.5%
	Teacher-made worksheets	22	5.6%
	Schoology	2	0.5%
	Merdeka Belajar Website	3	0.8%
	School website	4	1.0%
	Whatsapp	354	89.4%
Zoom	87	22.0%	

Table 4. Challenges in assessment, planning, and implementation of learning for children with special needs

No	Statement	Strongly Disagree		Disagree		Agree		Strongly Agree	
		n	%	n	%	n	%	n	%
1	I experienced challenges in assessing students with special needs during limited face-to-face learning	28	7.1%	79	19.9%	197	49.7%	92	23.2%
2	I had a hard time making student profiles during limited face-to-face learning.	24	6.1%	152	38.4%	164	41.4%	56	14.1%
3	I struggled to design an individualized education program (IEP) during Limited Face-to-face Learning.	46	11.6%	126	31.8%	163	41.2%	61	15.4%

(continued)

Table 4. (continued)

No	Statement	Strongly Disagree		Disagree		Agree		Strongly Agree	
		n	%	n	%	n	%	n	%
4	I have difficulty choosing learning objectives that suit the needs of the student	170	42.9%	144	36.4%	42	10.6%	40	10.1%
5	I have difficulty choosing learning activities suitable for the learning objectives and needs of the student.	44	11.1%	122	30.8%	143	36.1%	87	22.0%
6	It is challenging to design a learning program suitable for students' needs during Limited Face-to-face Learning.	18	4.5%	81	20.5%	215	54.3%	82	20.7%
7	The limitations of physically meeting students during limited face-to-face learning make it difficult for me to provide meaningful learning.	21	5.3%	54	13.6%	197	49.7%	124	31.3%
8	The limited time for face-to-face learning makes it difficult for me to maximize the special needs programs such as ADLs, orientation and mobility, and others.	19	4.8%	24	6.1%	197	49.7%	156	39.4%
9	I had difficulty doing a student behavior modification program during limited face-to-face learning.	12	3.0%	59	14.9%	205	51.8%	120	30.3%

(continued)

Table 4. (continued)

No	Statement	Strongly Disagree		Disagree		Agree		Strongly Agree	
		n	%	n	%	n	%	n	%
10	Implementing learning during limited face-to-face learning often does not go according to plan.	15	3.8%	46	11.6%	129	32.6%	206	52.0%
11	I feel like there are many things I cannot do to maximize students' potential during this time.	20	5.1%	67	16.9%	111	28.0%	198	50.0%
12	I lacked enthusiasm for teaching during limited face-to-face learning.	104	26.3%	124	31.3%	132	33.3%	36	9.1%
	total	521	11.0%	1078	22.7%	1895	39.9%	1258	26.5%

face-to-face learning period maximize students' potential (50%). However, most respondents (79.3%) also expressed disagreements in statement 4 regarding the difficulty of choosing learning objectives. Disagreements (57.6%) were also directed at statement 12 expressing that they were unmotivated at the time of Limited Face-to-face Learning.

3.2.2 Challenges of Learning Evaluation for Students with Special Needs

Table 5 presents the questionnaire items representing the challenges in learning evaluation. In statements 13 to 17, 64.9–83.1% of respondents answered “agree” and “strongly agree”. Furthermore, from the respondents' overall answer, 76.4% of them chose “agree” and “strongly agree” to the statement of evaluation of learning, suggesting that teachers face challenges in the learning evaluation. The highest percentage of approvals was observed in statement 15, with 83% of respondents agreeing that they need a longer time to decide on the assessment method during the limited face-to-face learning period.

3.2.3 Challenges of Collaborating with Parents

The answers from respondents about building collaboration with parents are shown in Table 6. There were six statements in this section, with 70% expressing agreement and 30% expressing disagreement. Most of the respondents (88.9%) agreed that even though technology facilitates learning, respondents prefer to meet face-to-face. Respondents

Table 5. Challenges of learning evaluation

No	Statement	Strongly Disagree		Disagree		Agree		Strongly Agree	
		N	%	n	%	n	%	n	%
13	I have difficulty evaluating learning during limited face-to-face learning.	28	7.1%	111	28.0%	205	51.8%	52	13.1%
14	The uncertain situation hinders the evaluation process.	26	6.6%	57	14.4%	231	58.3%	82	20.7%
15	In limited face-to-face learning, I have to spend more time choosing an assessment method.	19	4.8%	48	12.1%	231	58.3%	98	24.7%
16	I realized that all aspects of the assessment are challenging in the limited face-to-face learning situation.	12	3.0%	71	17.9%	84	21.2%	229	57.8%
17	I have difficulty monitoring the progress of students with special needs during the limited face-to-face learning period.	20	5.1%	75	18.9%	83	21.0%	218	55.1%
	total	105	5.3%	362	18.3%	834	42.1%	679	34.3%

also had difficulty explaining to parents the home-study program depicted in statement 22, with 52.8% of them answering “agree” and 17.4% answered “strongly agree”. This indicates that collaborating with parents is a challenge for special education teachers.

3.2.4 Challenges of Implementing Vocational Learning

The respondents’ responses to the challenge of conducting vocational learning are presented in Table 7. Based on the seven statements, 55.8% of respondents stated “agree,” and 18.3% answered “strongly agreed.” Meanwhile, 74.1% of respondents’ answers indicated that they faced challenges and difficulties in implementing vocational learning during Limited Face-to-face Learning. Around 62.1 to 81.6% of respondents expressed agreement with the provided statements. The results showed that 77.6% of respondents had difficulty assessing vocational skills (statement 24), while 81.6% of respondents agreed that monitoring the development of vocational skills was also their most significant challenge.

Table 6. The challenges of building collaboration with parents

No	Statement	Strongly Disagree		Disagree		Agree		Strongly Agree	
		n	%	n	%	n	%	n	%
18	I have trouble building collaborations with parents through online media	51	12.9%	112	28.3%	178	44.9%	55	13.9%
19	I often have difficulty collaborating with parents at home	42	10.6%	104	26.3%	201	50.8%	49	12.4%
20	Distance communication through social media sometimes leads to misperceptions and is prone to conflict with parents	34	8.6%	96	24.2%	190	48.0%	76	19.2%
21	Although technology makes it easier, I prefer to meet in person	12	3.0%	32	8.1%	165	41.7%	187	47.2%
22	I often have difficulty explaining to parents the implementation of home-learning programs	22	5.6%	96	24.2%	209	52.8%	69	17.4%
23	In this situation, I often have difficulty discussing children's programs and progress with parents through online meeting/chatting	22	5.6%	90	22.7%	203	51.3%	81	20.5%
	Total	183	7.7%	530	22,3%	1146	48.2%	517	21.8%

3.2.5 Challenges of Implementing Health Protocols

Table 8 presents respondents' answers to the items representing the challenges of implementing health protocols. Table 8 shows that in total, 49.7% of respondents expressed disagreement, and 50.3% of them expressed agreement. This indicates that some respondents experienced problems in following the health protocol, while some did not.

Graph 2 presents the total respondents' answers on the 32 statements submitted. As said at the beginning, the answer "strongly agree" and "agree" indicated the problems experienced by respondents. Conversely, the answer "disagree" and "strongly disagree"

Table 7. Challenges in vocational learning

No	Statement	Strongly disagree		Disagree		Agree		Strongly agree	
		n	%	n	%	n	%	n	%
24	I have difficulty assessing students' vocational skills during limited face-to-face learning	9	2.3%	80	20.2%	241	60.9%	66	16.7%
25	I often experience challenges in creating vocational learning programs during limited face-to-face learning	14	3.5%	88	22.2%	225	56.8%	69	17.4%
26	I experienced challenges when communicating vocational programs implemented at home to parents	22	5.6%	91	23.0%	229	57.8%	54	13.6%
27	I have difficulty implementing vocational programs in limited face-to-face learning conditions	16	4.0%	80	20.2%	232	58.6%	68	17.2%
28	I have difficulty monitoring the development of children's vocational learning during online learning	10	2.5%	63	15.9%	224	56.6%	99	25.0%
29	I have difficulty evaluating students' vocational learning	10	2.5%	85	21.5%	217	54.8%	84	21.2%
30	Vocational learning in my school was not carried out during the pandemic	22	5.6%	128	32.3%	180	45.5%	66	16.7%
	Total	103	3.7%	615	22.2%	1548	55.8%	506	18.3%

indicated the absence of a problem. Based on Fig. 2, it can be said that 69% experience problems or challenges, and 31% do not experience problems.

3.3 Discussion

In this study, 396 respondents filled out the questionnaire from various regional backgrounds in Indonesia. The data shows that 79% of respondents were female, while the remaining 21% were male. The respondents (60%) were mostly special education teachers at the primary school level. The predominant age of the respondents was at the age of

Table 8. Challenges of implementing health protocols

No	Statement	Strongly disagree		Disagree		Agree		Strongly agree	
		n	%	n	%	n	%	n	%
31	I have difficulty guiding children with special needs in implementing health protocols in class.	46	11.6%	156	39.4%	135	34.1%	59	14.9%
32	The parents of students and I have difficulty teaching hygiene habits and implementing health protocols.	41	10.4%	151	38.1%	144	36.4%	60	15.2%
	Total	87	11%	307	38.8%	279	35.2%	119	15%

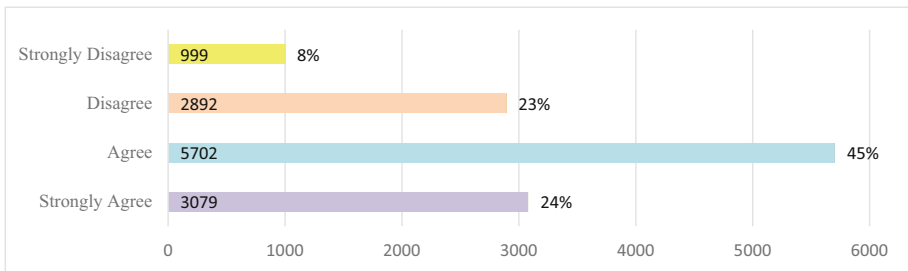


Fig. 2. The distribution of respondents’ overall answers to 32 Statements related to the challenges faced in educating children with special needs during the limited face-to-face learning period

21–30 years (192 or 48%). In comparison, the least number of respondents were under 20 years old (3 or 1%) of respondents (1%), and 11 or 3% of them were above 50 years old.

Respondents in this study were special education teachers who implemented limited face-to-face learning in the 2021/2022 academic year. However, at the time of data collection, in July-August, when the 2021/2022 school year ended, most respondents switched to full face-to-face learning. Of the 396, as many as 290 (73%) respondents started to have full face-to-face learning, and 106 (27%) were still conducting limited face-to-face learning at the beginning of the 2022/2023 academic year. Of the 73% who have had full face-to-face, 34 and 21% of them started full face-to-face learning in January and June 2022, respectively. This shows the different learning implementations

during the pandemic, ranging from limited face-to-face learning to full face-to-face, influenced by the conditions and situation of the area.

In addition, the teacher teaches one or more types of special needs in the classroom. Referring to the study results, most of the special needs students had intellectual disabilities, with 45% of respondents having intellectual disabilities students in their classes.

Limited Face-to-Face Learning combines face-to-face activities and learning from home. Therefore, online communication is needed for its implementation. The study found that as many as 276 (69.7%) respondents used one platform, 21.2% used two platforms, 6.6% used three platforms, and 2.5% used four platforms or more to communicate with the students. The Whatsapp platform is the most popular communication application, where as many as 354 out of 396 or 89.4% of respondents use Whatsapp. The Whatsapp messaging application is a popular medium for teachers and parents to communicate online. Linearly, a study conducted by Supratiwi et al. also reported that 97% of teachers use Whatsapp during distance learning [12]. Other studies have also shown that the Whatsapp messaging application is favored by teachers and parents in communicating, both in special schools and regular schools [18–20].

Another popular platform among the respondents was the video conferencing platform, where 10.6% of them used Google Meet and 22% used Zoom. Platforms that help organize materials and assignments, such as Google Classroom, were also used by 22 respondents (5.6%). However, in addition to using technology to communicate, 22 (5.6%) respondents also provided teacher-made worksheets at home. Teachers and parents can use the creation of digital or printed worksheets to guide students. This student worksheet assistance is also observed in several studies related to implementing learning during a pandemic at various levels, both in regular and special schools [21, 22]. The most combination of platforms used was Whatsapp and Zoom, with as many as 49 (12.4%). With those platforms, teachers communicate with parents or students via Whatsapp and carry out learning via Zoom. The zoom platform is considered more effective for bridging teachers and students to communicate in learning [23].

There are five aspects of the problem explored in this study. The first aspect relates to the challenges of assessment, planning, and implementation of learning. Of the 12 Statements, 39.9% answered “agree” and “26.5%” strongly agreed. Up to 64.4% of respondents agreed that teachers have problems or challenges in assessment, planning, and implementation of learning during Limited Face-to-face Learning. In this aspect, 49.7 and 23.2% of respondents agree and strongly agree that they face challenges in conducting assessments with limited face-to-face learning. Additionally, 55.6% of respondents agreed that they had problems making student profiles, and 56.6% experienced problems designing individualized learning programs (IEP) during limited face-to-face learning. As shown in statement 6, where 75% admitted difficulties in designing appropriate learning programs. Assessment is collecting data to identify the student’s learning progress [24]. Through conducting assessments, teachers find out the students’ problems, potentials, and needs to create student profiles and develop the learning. As found in this study, issues in the assessment process impact planning and implementation of the learning.

An interesting finding in this first aspect was that 20.7% of respondents agreed, and 79.3% disagreed with the challenges of choosing learning objectives. However, 58.1% had difficulty choosing activities suitable for achieving learning objectives. It suggests that teachers have clear learning objectives. However, limited face-to-face time makes it difficult for them to choose learning activities. Additionally, a high agreement was also found in statements 7 to 11. As many as 81.1% of respondents experienced problems in providing meaningful learning. Then, 89.1% had difficulty maximizing special needs programs, and 82.1% had difficulty implementing behavior modification. 84.6% felt that learning was not going as planned, and 78% felt there were many things teachers could not do because of limited face-to-face learning time. It is related to previous findings that online learning is less effective for children with special needs because of limited interaction between teachers and students [25].

Limited face-to-face learning does accommodate physical meetings between teachers and students. However, in its implementation, many teachers feel that they are not optimal in providing meaningful education. Moreover, the implementation of distance learning increases the potential for learning loss in special needs students [26] due to the lack of meaningful learning. So, it can be assumed that although teachers and students can meet face to face, the short time and other regulations pose obstacles for teachers in maximizing learning. Therefore, innovative teachers are needed [27], as well as creative and flexible teachers undergoing changes and learning challenges every day.

Teachers must have good mental health as educators [28]. Teachers' mental health during the pandemic also reflects their motivation to educate students. Our result showed that 57.6% of teachers disagreed with the statement, "I lacked enthusiasm in teaching during Limited Face-to-face Learning." It shows that teachers have high enthusiasm and motivation for teaching. High motivation is necessary for a teacher to face various challenges, both outside and within himself. Moreover, the teacher needs high motivation to motivate students and parents. These findings are also in line with previous research that found that during the pandemic, teachers at the elementary level had good mental health [29].

The second aspect relates to carrying out learning evaluations. The statement of approval on this aspect ranges from 64.9% to 83.1%. This percentage shows that evaluation is one of the issues experienced by most respondents. Although they can meet in person at certain times, respondents mentioned that learning evaluation is challenging during limited face-to-face learning. In summary, 64.9% of respondents experienced problems in conducting learning evaluations, and 79% had difficulty conducting assessments. Then, 83.1% needed more time to choose the evaluation method, and 79% felt that they did not conduct a thorough evaluation. Lastly, 76% of respondents had difficulty monitoring learning progress.

Collaboration is the third aspect of the study. Collaboration between teachers and parents is essential for children with special needs. There were 6 statements related to collaboration, with a total of 70% of respondents expressing agreement on having problems. The percentage of approvals in this aspect is in the range of 58.8–88.9%. In Statement 21, 88.9% of respondents stated that while technology facilitates learning, they prefer to meet parents in person. The 58.8% of respondents also had problems building collaboration online, 63.1% had difficulty working together, 67.2% thought

online communication is often prone to conflict and misperceptions, 70.2% had difficulty explaining how learning programs children should do at home, and 71.1% having difficulty discussing program plans and children's progress. Online communication is known to be vulnerable to conflict [30], and unclear communication can lead to misconceptions on both sides. Online communication is indeed easy, but not all parents have the ability to operate communication technology, have a good signal network, and have sufficient internet quota at all times [31].

Vocational education is essential for special-needs students as it helps them build their life skills and independence [32]. Implementing vocational learning is challenging and problematic for teachers in the limited face-to-face learning period. Research results found that 74.1% of respondents approved statements related to challenges in vocational education. The range of respondents' approval in 7 statements regarding vocational learning was 62.1–81.6%. The highest percentage in this aspect is found in Statement 28, that 81.6% of respondents have difficulty monitoring the development of vocational skills during online learning. In addition, 77.5% agreed they had difficulty assessing vocational skills, and 74.2% had difficulties designing vocational programs. Then, 71.5% had trouble delivering programs to be carried out at home. Of 75.8% had difficulty implementing programs under limited face-to-face learning conditions, and 76% had trouble evaluating students' vocational skills. 62.1% of respondents agreed that vocational skills learning was not implemented during the pandemic. The cause of this problem is assumed to be that vocational skills require direct learning and practice. In addition, some vocational skills may be able to be performed at home with the help of parents. However, other vocational skills that require specific techniques, tools, and materials may be challenging to apply at home, such as carpentry. Previous research has shown that vocational skills are difficult to teach in online learning [10].

The last aspect is the habituation of complying with health protocols in schools to prevent the spread of the Covid-19 virus. Regarding health protocols, as many as 51% of respondents disagreed, and 49% agreed that they had difficulty guiding students with special needs to implement health protocols in the classroom. Meanwhile, 51.5% of respondents agreed that teachers and students' parents had difficulty teaching hygiene habits and implementing health protocols.

Overall, of the 32 statements filed, 3079 (24%) respondents answered "strongly agree," 5702 (45%) answered "agree," 2892 (23%) answered "disagree," and 999 (8%) "very disagree." The "agree" and "strongly agree" responses indicated that they have problems implementing limited face-to-face learning and vice versa. Consequently, special education teachers have various challenges in implementing limited face-to-face learning. Most of them face the most significant issue in the aspects of evaluation (76.4%), vocational learning (74.1%), collaboration and communication with parents (70%), assessment, planning, and implementation of learning (64.4%), and implementation of health protocols (50.3%). The statement with the highest approval (89.1%) was the difficulty of maximizing special needs programs such as orientation, mobility, and daily living activities.

As already mentioned, the change from distance learning to face-to-face learning is still limited, as is the case during distance learning [3, 12, 33]. This finding aligns with the assumption that changes inevitably create obstacles during the learning process. Limited

face-to-face learning does facilitate teacher and student meetings. However, the existing time constraints limit teachers from providing complete and meaningful educational services, as well as giving several obstacles from the assessment and implementation to evaluation. Therefore, teachers' motivation and mental health are vital to present creativity and innovation in educating children with special needs.

The results of this study are in the form of an overview of the problems experienced by teachers in implementing limited face-to-face learning in the 2021/2022 academic year in Indonesia. However, this study has a limitation, as it lacks representation of teacher respondents from eastern Indonesia. However, the study results generally show that special education teachers in special schools in Indonesia have several challenges and problems in implementing Limited Face-to-face Learning.

4 Conclusion

The results showed that teachers have challenges and problems implementing limited face-to-face learning. Although limited face-to-face learning facilitates learning in the classroom, time constraints and rules pose challenges for special education teachers. From the most problematic, as many as 76.4% experienced problems in learning evaluation, 74.1% were constrained by the implementation of vocational education, 70% had difficulty in collaborating and communicating with parents, 64.4% had difficulty in carrying out assessments, planning, and implementing learning, and 50.3% were constrained in teaching and implementing health protocols. These findings indicate that changes in learning situations have the potential to pose challenges and problems for special education teachers.

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