



The Implementation of Inclusive Education in Indonesia: Challenges and Achievements

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A B S T R A C T

This study aims to show the factors in the successful implementation of inclusive education in Indonesia. And what causes obstacles to the implementation of inclusive education. This study uses a literature review through reading media from several national and international journals in the last 10 years that meet the criteria. The results show that the implementation of inclusive education in Indonesia has been quite successful in several big cities. This success is due to several supporting factors such as the existence of special educators, class management, and curriculum. However, there are still many small cities in Indonesia that are still not successful due to the unavailability of adequate facilities and lack of information about the inclusive education system. The government should not only pay attention to big cities but also pay attention to the problem of implementing inclusive education in small cities and make it easier to see data on the number of students with disabilities each year.

INTRODUCTION

Education has a very important role for society to improve the progress of a nation. Because humans are never separated from education to carry out their lives. The implementation and development of studies in education must be adapted to the conditions and social situations that exist in the community. Inclusive education has become a very important element of Education and has been widely supported by international organizations such as UNESCO. According to UNESCO, inclusive education refers to all children and youth with special needs arising from learning disabilities or difficulties. This means that students with disabilities have the right to be educated and can develop like their peers of the same age (Alzahrani 2020).

According to the world health organization, people with disabilities account for 10% of the world. Of these, 120 million are children and youth. In Central and Eastern European countries, the percentage of children with disabilities is 2.5% and 1% are children with severe disabilities. Approximately 10-20% of children and adolescents have limited capacity and health needs with medical support (Markina et al. 2020). The language and definitions of inclusive education vary depending on the local context and the language used by international experts. Konzleski, Artiles, and Waitoller (2014) highlight the role of cultural, historical, and interrelated context play in the everyday practice of inclusive education, while Walton (2016,48) explains the meaning of inclusive education as being in a constant state of evolution and that inclusive education must be articulated within the possibilities and constraints of a given context (Carrington, Tangen, and Beutel 2019). Interestingly the new labor government demonstrated its commitment to reforming the way children with special needs were educated, and thus began to change its education policy to reflect the inclusive intentions that had developed at the international level (Williams-Brown and Hodkinson 2020).

Based on the 2012 UNESCO Education for All Global Monitoring Report Annual Report, the nature of teaching in Indonesia ranks 64th out of 120 countries worldwide.

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Meanwhile, when viewed from the Education for All Development Index (EDI), Indonesia ranks 57th out of 115 countries. In 2015 Indonesia was ranked 110th out of 187 countries on the Human Development Index (HDI) with a figure of 0.684. From this figure, Indonesia is still lagging behind the two neighboring ASEAN countries, namely Malaysia which is in position 62, and Singapore in the eleventh position (Anon 2019).

The Education Goals also become the focus for the government in its efforts to encourage the achievement of sustainable development goals and targets in the era of Sustainable Development Goals (SDGs) until 2030 from the direction of the United Nations forum which was agreed on August 2, 2015. To improve the human development index, education improvement is the key. will spur the achievement of the goals and targets contained in the 17 SDGs points. So, it is hoped that the role of education can be able to increase Indonesia's competitiveness in supporting the 2030 SDGs.

Education is general freedom for every Indonesian citizen, including those with special needs. The Indonesian state firmly guarantees that every resident has the right and is obliged to attend basic education. The overall implementation of the training can be followed by every resident of Indonesia. However, there are still Indonesian citizens who do not have the opportunity to attend proper schools, especially Foose who is known as the classification of children with special needs. As is the case in Law Number 20 of 2003 in Article 5 paragraph 1 the resident has the same right to obtain quality education.

Every person is different from one another and has a unique identity. Being unique is a fact that must be accepted if we are to value each individual for their own special qualities. Everybody has the fundamental right to acceptance and appreciation, which should be exercised in social interactions (Rulandari, 2021; Waldes Hasugian et al., 2019). Some issues with inclusive education were noted, including a lack of understanding of how to actually build inclusive classrooms, the persistence of segregated educational practices, and varying views among teachers and parents concerning its suitability (Florian, 2019;

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Maryanti et al., 2021; Nilholm, 2021; Suhendri, 2014). In addition to the idea of "equal opportunity," educational stakeholders must also work to ensure educational justice for all (Lindner & Schwab, 2020).

The attempts to highlight a specific teacher's position as the primary resource in putting inclusive education into practice are the result of excellence in the implementation of inclusive education. If the budgeting efficiency and the equity of access to obtain education for children with disabilities across the nation are taken into consideration, the role and existence of teachers in inclusive education has earned its focus in several developing countries with low-middle income (Kristiana & Hendriani, 2018).

Every citizen as a whole has the right and commitment to quality training, but children with extraordinary needs have several barriers to joining or continuing their schooling, including the idea of their disability and last but not least the acceptance and adjustment of society to their condition (Darma and Rusyidi 2015). Inclusive education has different meanings and translations, as well as the fact that so far there are still many mistakes in the definition of inclusive education with a special curriculum for people with disabilities or better known as special schools (SLB). Inclusive education is still often uniquely characterized for children with disabilities. This view is still wrong because inclusive education is not only intended for individuals who cannot afford it but for every child who has various requirements in their learning framework. With inclusive education, every child can get training without being discriminated against.

There are particular needs present For the needs of the nearby youngsters, special education services are automatically required (Ainscow, 2005; Efendi, 2018; Pappas et al., 2018). A definition of inclusive education is an educational strategy that advocates for institutions where all students can participate and are valued members of the community (Ainscow, 2005; Bakken, 2016; Evans & Lunt, 2002; Moriña, 2017). A person can only passively adapt to their environment through the application and acquisition of a limited set of information and skills through inclusive education (Fedulova et al., 2019; Messiou, 2017). The term "inclusive education" has grown to signify a variety of things, from the extremely particular (such as including students with disabilities in regular classrooms) to the very general (such as social inclusion), as used by governments and the international community to address student diversity (Florian, 2008).

The ideal theory of inclusive education states that students with disabilities have the right to be full members in regular classes together with children from the same neighborhood in local schools. There they should have access to different and individualized support, programs, and assessments (Haug 2017). Most European countries expressed their intention to realize inclusive education according to the definition of advanced, but the results of implementation in practice are not at all convincing. Even the practice of a narrow approach to inclusion varies wide, and does not reflect the ideal definition presented here.

Seeing this, what needs to be observed in the implementation of inclusive education is a framework that can meet the needs of every child. To make it easier to understand inclusive education, in this section the definitions and other explanations related to inclusive education will be described (Handayani and Sisca Rahadian 2013). Staub and Peck stated that inclusive education is the full placement of children with mild, moderate, and severe

disabilities in regular classes. This shows that the regular class is a relevant and open place for learning for children with disabilities, regardless of the disorder and regardless of the gradation. In essence, inclusive education consists of two things, namely:

1. Inclusive education is the incorporation of regular education and special curricula into a unified school to meet the different needs of all students.
2. Inclusive education is not just an educational method or approach, but a form of implementation of a philosophy that recognizes the diversity between humans that develops a single mission to build a better life together.

The main purpose of inclusive education is to educate children with special needs and provide the widest opportunity to get a proper education according to their needs. Inclusive education is very necessary so that there is an equal distribution of education by shortening access to special education and fulfilling children's education rights. Based on the history Government of the Republic of Indonesia since early 2000 has developed an inclusive education program.

This program is a continuation of the integrated education program which was launched in Indonesia in the 1980s, but was less developed, and only started in 2000 to be reappeared by following the world trend, using the concept of inclusive education. It was recorded that in 2008 Indonesia began to have 814 inclusive schools spread across several regions (Irvan and Jauhari 2018).

Currently, Indonesia does not have the right information to determine the number of children with special needs that exist. The Ministry of Women's Empowerment and Child Protection said the number of children with special needs recorded in 2015 was around 1.5 million. Meanwhile, in general, the United Nations assesses that 10% of children have special needs, and in 2017 there were 1.6 million people, or about 18% of children with special needs. In Indonesia, the number of young people, especially 7-14 years old, is 42.8 million people. Based on this information, it is estimated that there are around 4.2 million children in Indonesia with extraordinary needs. The number of children with special needs (ABK) in Indonesia is very large (Darma and Rusyidi 2015).

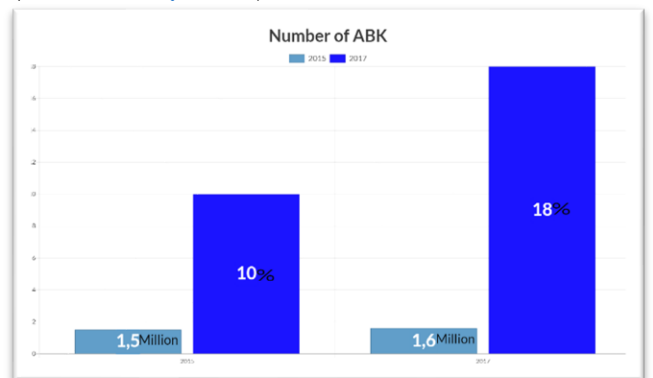


Figure 1. Number of children with special needs in Indonesia
Source: Processed from various sources (2021)

However, until the beginning of 2019, there were only 29,317 inclusive schools throughout Indonesia, starting from elementary, middle, high, and vocational schools. This means that only 11% of schools with inclusive providers in Indonesia have implemented comprehensive learning. The government makes

various efforts to complete the legal order, so that the implementation of inclusive education can be emphasized in various regions in Indonesia, and can provide a statement of appreciation to regions and local communities/cities that claim to be suppliers of schools that provide inclusive education.

Table 1. Provinces that have declared themselves to be implementing inclusive education

No	Year	Province
1	2012	South Borneo
		Aceh
2	2013	South Sumatra
		DKI Jakarta
		Southeast Sulawesi
3	2014	West Sumatra
		Bali
		Lampung
4	2015	North Sumatra
5	2016	East Nusa Tenggara
		East Java

Source: processed from various sources (2021)

From the table above, it can be seen that the regions that declared themselves as providers of inclusive education, starting in 2012, especially the South Kalimantan region which had declared themselves to be the coordinator of comprehensive education and training, then continued in 2013, especially the Aceh, South Sumatra, and DKI Jakarta regions. In 2014 involved the Southeast Sulawesi Region which announced itself, followed by the West Sumatra Region, Bali Region, and Lampung Region. Then, at that time in 2015, the North Sumatra region was recorded as proclaiming itself. In 2016 East Nusa Tenggara and East Java became the regions that launched inclusive education (Hafiz 2017). Values and beliefs are the main key in inclusive education. It will develop along with its implementation or implementation and does not have to be perfected beforehand. However, if there are parties that clash in quality and belief, and the conflict cannot be resolved and recognized properly, then the implementation of inclusive education will not work as expected.

Inclusive education is not a plan, which means that if one significant misstep occurs, it will affect the implementation of inclusive education. There are several supporting factors in inclusive education, namely:

A decree stating that the designated school has the right and is responsible for facilitating education for children with special needs.

There is training for special assistant teachers or GPK on inclusive education to increase the competence of GPK in inclusive education. There is socialization in schools related to the implementation of inclusive education so that all parties in the school can accept children with special needs and provide a friendly environment for them.

Preferably, the implementation of inclusive education can run flawlessly if the supporting variables are carried out. In general, the implementation of inclusive education expects schools to make changes both in terms of education plans, learning foundations, and learning frameworks that are tailored to the individual needs of students (Ineu Sherawat nd).

Meanwhile, the inhibiting factor for inclusive education comes from children with special needs themselves. From the situation of children with extraordinary needs, the majority of

them have mental, joyful, and social limitations, which here and there make learning unpleasant. Barriers driven by children with unusual needs will make the best approach to adapting and absorbing them into the learning environment more problematic, thereby disrupting learning (Saputra 2016). Writing this journal aims to examine how the development of inclusive education in Indonesia is, and whether the implementation of inclusive education in Indonesia has been successful.

METHOD

The method used in this study is a literature review. According to Cooper in Creswell, a literature review has several objectives, namely: informing readers of the results of other studies that are closely related to the research conducted at that time, linking research with existing literature, and filling gaps in the literature. previous studies. In the early stages of searching for journal articles, there were around 30 journals from 2017 to 2021 using the keywords "Inclusive education" and "Education implementation" through the Google Scholar journal portal. Of these, only about 20 journals are considered relevant.

RESULTS AND DISCUSSION

The implementation of inclusive schools in Indonesia refers to the opinion of Vaughn, Bos, and Schumm in the Directorate of Special School Development which states that practically the term inclusive is used interchangeably with the term "mainstreaming" which is characterized as an arrangement that suits individual needs (Rudiyati, 2011) The Indonesian government provides two options for students with disabilities for their education, first, they can enroll in a special schools or secondly they can study in inclusive schools that are willing to accept students with disabilities.

Regarding the issue of inclusive education, positive and appropriate efforts are needed, both within the school (internal) and outside the school (external). Internal efforts can be carried out by directing preparations to the introduction of awareness of disability issues, knowledge sharing, and accessibility assessments. In the interim, external efforts can be completed by extensive and regular outreach to public and local authorities. Building a comprehensive worldview also means understanding individuals' perspectives about themselves and their current state. Where he remembers three components for it, namely mentality (psychological), sympathetic (full feely) a, and in action (psychomotor).

Based on the definition and derivation of the Law on comprehensive teaching, children who are delegated exceptional requirements are those with learning difficulties, children with slow learning, children with chemical balance problems, children with arousal problems and behavior, children with different disabilities and skilled children. Important initial barriers were encountered, particularly the worldview or point of view of the instructor and the implementation of schools for children with disabilities and a comprehensive training framework. The reason for the school, in general, is that there is no special assistant teacher (GPK) and the availability of foundations has not been normalized. Even comprehensive schools complain about the absence of GPK (Tri wibowo and Lailala Anisa 2019).

The main problem in implementing inclusive education in schools is the lack of professional teachers with special needs, and skills in inclusive education. As a result, some local governments empower regular teachers or subject teachers, who do not have

special skills to act as inclusive teachers. The government has conducted several pieces of training and workshops to prepare regular teachers to become inclusive teachers, but the program has not met the needs of teachers for skills that will be used in inclusive classes. Class teachers who teach inclusively mostly only have basic knowledge about inclusive education even though they participate in various levels of training (Amka, 2017).

Observations in several schools show that children with special needs in regular schools still face an environment of obstacles related to the existing facilities at school. The main problem is the classrooms and other facilities (laboratory, library, and toilets) are separated by different floors. Constraints that often occur are also the attitudes of parents and teachers to the differences in children's abilities, lack of information about the inclusive education system, lack of attention from provincial and district education offices for the implementation of inclusive education, and inadequate budgets (Bugti and Kazimi 2021).

In Supena research (2017) several facts and cases were found about the implementation of inclusive learning, namely:

1. Understanding of education for children with disabilities is still low and how to implement learning services for them comprehensively.
2. There are no proper guidelines or rules that can be used as a guide by teachers in completing the Education and learning steps for children with disabilities in inclusive classrooms.
3. There are no satisfactory supporting tools for the implementation of inclusive learning for students with disabilities. Such as not yet available facilities or adequate learning media to support the implementation of morning learning for children with disabilities.
4. The perceptions and support of various parties are not the same.
5. Another special obstacle that was noticed and obtained was the task and burden of the teachers, which were quite a lot, especially related to the demand for an education plan which was dense and quite ideal.
6. The unavailability of the main supporting staff and sources for the implementation of satisfactory inclusive education, namely special assistant teachers (GPK).
7. Another fact that is still an important obstacle in the implementation of inclusive education is the application of assessment for mentally retarded students in inclusive schools (Cipta Apsari and Setiawan 2019).

Students in inclusive schools consist of 2 groups of students. First, standard students are students who have no barriers or disabilities or are instructed as expected. In addition, students with special needs are students who experience physical barriers or disabilities, passion, mental, social changes, or have the potential for unique insights or talents. Both students have the privilege of studying and taking part in all learning exercises in the school climate together in a comprehensive instruction setting (Irvan and Jauhari 2018).

Lots policy literature in international journals shows that inclusive education can provide not only equal opportunities but also more equitable learning outcomes (Kefallinou, Symeonidou, and Meijer 2020). Inclusive education can be said to be successful if it has these aspects:

Teacher

There are 3 kinds of instructors in an inclusive education setting. Every teacher has alternative work in fostering a comprehensive culture in the learning cycle. The success of the implementation of inclusive education is very dependent on the teacher. As teachers will choose the primary responsibility for implementing inclusive policies, the characteristics of teachers are critical in ensuring the success of inclusive practices (Cate et al. 2018) The definitions of the 3 kinds of teachers are as follows:

1. Classroom Teacher

Class teachers are teachers or educators at certain grade levels incomplete schools. The term classroom instructor is generally used in elementary schools. In the comprehensive school concept, the classroom teacher not only has the task of teaching in a particular class, but the classroom teacher also has the task of planning with unique collaborating teachers to develop individual learning programs specifically for students with extraordinary needs who are individuals from that class. Class educators are committed to providing learning exercises for students with special needs and normal students. The pile of teaching materials for students with special needs must be adjusted to their needs and capacities (Irvan and Jauhari 2018).

2. Subject Teachers

Subject teachers are educators who show certain subjects according to predetermined abilities. The term subject educator is usually used for SMP, SMA, and SMK. In the concept of a comprehensive school, subject educators have almost the same duties as homeroom teachers at the elementary school level, especially they do not have the task of showing specific subjects, but also have the task of planning with outstanding collaborating instructors to foster individual learning programs specifically for students with special needs. belonging to the subject class. Subject teachers also commit to provide learning exercises for special students and ordinary students (Irvan and Jauhari 2018).

3. Special Assistant Teacher

Special assistant teachers are teachers who have undergraduate abilities in special curriculum or training who have special curriculum information with the task of supporting class educators or prospective subject instructors in providing special curriculum services, intercession, compensation, according to the needs of students with extraordinary requirements in comprehensive schools. For these situations the casual collaborating instructor should have the option of recognizing and observing the abilities and needs of students with exceptional requirements. In addition, it tends to be facilitated by classroom educators or subject instructors so that individual learning projects can be organized. Unusual association instructors should also have the option of providing mediation as a compensatory service to assist with various advancements such as correspondence skills (Irvan and Jauhari 2018).

Class Management

In this case, inclusive schools can carry out full regular classes, regular classes with special assistant teachers, and extraordinary classes. Regular classes are full of learning exercises that students with extraordinary needs participate in. The implementation of this full normal class is shown for students with extraordinary requirements who can adapt to the

class conditions that are passed by ordinary students because they do not have explicit problems that can interfere with the education and learning process that occurs. Moreover, full regular classes implement a general standard education program that applies to all students. Ordinary classes with GPK are attended by students with special needs whose concentration is the same as ordinary students using standard general education programs, but students with special needs get extraordinary services from GPK (Irvan and Jauhari 2018).

Curriculum

There are 3 types of curriculum applied to the inclusive education system in Indonesia, namely the National Standard Curriculum, the Accommodative Curriculum Below the National Standard, and the Accommodative Curriculum Above the National Standard. The national standard curriculum is a curriculum that is applied to all students by the standards applied to all schools nationally. While the accommodative curriculum is a national standard curriculum that has been adapted to the talents, interests, potential, needs, and abilities of students with special needs. more than that, the accommodative curriculum can weight below or above the actual national standard curriculum, the accommodative curriculum must be prepared by the results of the identification and assessment of students so that in its application it can be right on target according to the characteristics, needs, and abilities of students. The implementation of an accommodative curriculum can take advantage of the curriculum alignment model which is carried out in the form of escalation, duplication, modification, substitution, and omission (Irvan and Jauhari 2018).

By the arrangement, the escalation curriculum is an educational plan that is ready by expanding the weight of the learning material both as far as the level of difficulty and as far as the inclusion material. This education improvement plan is provided to provide special curriculum services to students who have unusual knowledge or abilities. The reason for holding an educational program is to help each student's potential to develop ideally. In addition, an education program with a duplication model is an educational program that is applied to students with extraordinary needs who have normal scientific abilities or are equivalent to ordinary students as a whole. Therefore, A duplication model education program can be referred to as a standardized public education plan that is implemented for students with exceptional needs. Thus, students with extraordinary needs will get the same load of learning materials as ordinary students. The type of duplication in this educational planning model can be in the form of duplication of learning objectives, duplication of material substance, duplication of learning implementation interactions, and duplication of the assessment cycle. The type of duplication must be adapted to the needs and attributes of students with unusual requirements. duplication of learning implementation interactions, and duplication of the assessment cycle. The type of duplication must be adapted to the needs and attributes of students with unusual requirements. duplication of learning implementation interactions, and duplication of the assessment cycle. The type of duplication must be adapted to the needs and attributes of students with unusual requirements.

A modified model curriculum is an educational program that is modified or adapted from the general standard education plan. The changed type of education program allows schools to reduce the burden, increase the burden, or change the type of education

program for children with special needs. Likewise, changing educational programs can change learning objectives, material substance, learning implementation measures, and assessment interactions. There is very little unique understanding of the reimbursement model, which in this educational plan allows schools to replace the substance of public standard education programs with different materials that suit the circumstances of students with unusual needs (Irvan and Jauhari 2018)

Curriculum modifications are also much needed to support the achievement of inclusive education, for example, clear additional time to repeat or reissue learning materials that have been classically completed and repeated specifically according to student needs. Modify the material according to the curriculum and according to the needs of students with special needs (Hastina and Harahap 2018).

CONCLUSION

In Indonesia, the implementation of inclusive education has been quite successful by law number 20 of 2003 in article 5 paragraph 1 that every citizen has the same right to get a quality education. with several aspects of success such as the existence of special educators such as special assistant teachers, classroom management where students with special needs can adapt to the conditions of the class that is attended by regular students and there is a modification of the curriculum to support the success of inclusive education. and it can be said to be successful because there are already several cities that have declared themselves as implementers of inclusive education.

But in small towns, there are still some schools that are hampered in implementing inclusive education due to the lack of special assistant teachers, inadequate school facilities, lack of information, and attention from the provincial and district education offices for the implementation of inclusive education. This research is not perfect because it looks at the success of only a few big cities. This research would be much better if done in small towns. This research is still limited to the implementation of inclusive education policies, furthermore it is expected to be able to provide a guide evaluation of the implementation of inclusive education in Indonesia. In addition, they can conduct further research related to advocacy for inclusive education policies.

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