

Inclusive Education System in Indonesia: Challenges, Benefits and Implications for Basic Learning

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Abstract

Inclusive education in Indonesia aims to ensure equal learning opportunities for all students, including those with special needs. This insight summarizes the challenges, benefits, and learning implications of inclusive education based on recent literature from 2023–2025. Major challenges include limited teacher competency in differentiated instruction, insufficient Special Assistant Teachers (GPK), weak curriculum adaptation, and inadequate accessibility facilities. Cultural stigma toward students with special needs also hinders inclusivity. Despite these issues, inclusive education offers significant benefits such as higher empathy, social competence, and improved adaptive teaching practices. Successful implementation requires comprehensive support through teacher training, strengthened school management, accessibility improvement, and active collaboration among parents, teachers, and policymakers.

Keywords: *Inclusive education; Special needs; Differentiated instruction*

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Introduction

Placing every learner, both those with special needs and those without, as subjects who have equal rights to obtain high-quality educational services in a fair, equitable, and non-discriminatory manner constitutes a fundamental principle of inclusive education. This concept aligns with the view that diversity represents a strength that schools must accommodate within the learning process. As emphasized by Mosvita and Susetyo (2024), inclusive education aims to provide equal educational services for all learners within regular schools. Indonesia's national commitment to inclusive education is further strengthened through regulations such as Law Number 20 of 2003 on the National Education System and Minister of National Education Regulation Number 70 of 2009, which regulate the implementation of education for students with special needs as well as those with exceptional intellectual abilities and/or talents.

Despite these regulations providing a strong legal foundation, the implementation of inclusive education in practice still faces structural and cultural challenges. Research by Wijaya and Supena (2023) indicates that many elementary schools continue to experience limitations in the availability of competent teaching staff, particularly Special Assistant Teachers (Guru Pendamping Khusus/GPK). This condition is reinforced by the findings of Ginting et al. (2025), which reveal that the lack of readiness among regular teachers to implement differentiated instruction remains a major obstacle in implementing the Inclusive Education Curriculum in elementary schools. Teachers' limited understanding of curriculum modification, authentic

assessment, and the adaptation of instructional strategies often results in the inability to optimally meet the individual needs of students.

Another challenge frequently encountered by inclusive schools is the limited availability of supporting facilities and infrastructure. Amaliani et al. (2024) emphasize that facilities such as physical accessibility, therapy rooms, and assistive learning tools represent key factors for the successful implementation of inclusive education. However, many schools still lack adequate infrastructure to support the full participation of students with special needs. In addition to these technical challenges, social issues such as stigma toward children with special needs also remain significant barriers. As highlighted by Barokah and Hermita (2025), stigma often leads to rejection or stereotyping within the school environment, thereby hindering the creation of an inclusive learning climate.

In fact, numerous studies demonstrate that inclusive education provides positive benefits for all stakeholders. Students with special needs gain opportunities to develop their social, emotional, and independence skills more optimally within a diverse learning environment. Meanwhile, regular students can learn to cultivate empathy, tolerance, and cooperation as part of character education. Research by Ginting et al. (2025) also shows that the implementation of inclusive education encourages schools to become more adaptive and innovative in designing learning processes that respond to diversity. Furthermore, schools implementing inclusive practices tend to develop stronger positive school cultures, including cultures of collaboration and mutual care among members of the school community.

Nevertheless, the implementation of inclusive education is not determined solely by the existence of regulations and school readiness, but also by the capacity of the education system to provide continuous support. Teachers are required to possess more complex pedagogical competencies, particularly in designing flexible curricula, conducting holistic assessments, and creating inclusive classroom interactions. Research by Wijaya and Supena (2023) as well as Barokah and Hermita (2025) emphasizes the importance of strengthening teachers' competencies in addressing the challenges of inclusive learning. In addition, support in the form of continuous professional training, adequate facilities, policy guidance, and the involvement of parents and the broader community represent crucial aspects for ensuring effective inclusive implementation.

Therefore, an in-depth examination of the challenges, benefits, and implications of inclusive education is essential to provide a comprehensive understanding of the current conditions of its implementation in Indonesia. Such understanding is expected to serve as a foundation for developing more responsive policies, strengthening educator competencies, designing innovative learning models, and creating intervention programs aimed at improving the quality of educational services for all learners. Ultimately, inclusive education is expected to contribute to achieving the primary goal of national education namely, educating the nation's citizens while upholding diversity and the right to education for every individual.

Research Method

This study employed a literature review method, aimed at collecting, evaluating, and synthesizing various previous studies relevant to the topic of inclusive education in Indonesia. This method was selected because it provides a comprehensive understanding of the development of concepts, challenges, benefits, and implications of inclusive education based on previously published empirical evidence.

This section describes the research design, time and location of the study, research targets or subjects, research procedures, data and research instruments, data collection techniques, data analysis techniques, and other relevant methodological aspects. Elements such as research targets or subjects, procedures, data and instruments, data collection techniques, and data analysis techniques may be presented as subsections. Subsection titles should not be numbered, must be written in lowercase letters with initial capitalization, use Calisto MT font size 11, not be bolded, and be left-aligned.

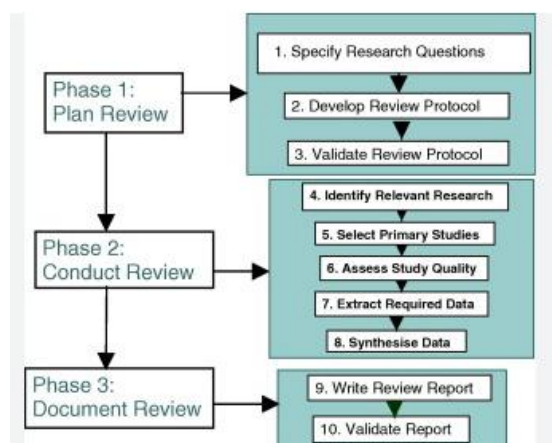
For qualitative research, the time and location of the study must be described in detail; the same applies to quantitative research. Research targets or subjects in qualitative studies, as well as population and samples in quantitative studies, must be clearly explained. The technique for determining subjects in qualitative research and/or sampling techniques in quantitative research must also be described.

Research procedures should be explained according to the research type or approach employed. The explanation of how the study was conducted and how the data were obtained must be presented systematically. For experimental research, the type of experimental design used should be specified. The type of data collected, data collection procedures, research instruments, and technical implementation must be described in detail. Furthermore, the process of interpreting and analyzing the data, as well as its relationship to the research problems and objectives, must be clearly explained. The research steps should also be illustrated in a figure as exemplified:

This study employs a literature review method, a systematic approach aimed at collecting, evaluating, and synthesizing various previous studies relevant to the topic of inclusive education in Indonesia. This method was selected because it provides a comprehensive overview of the development of concepts, challenges, benefits, and implications of inclusive education based on previously published empirical evidence.

The literature collection process was conducted by reviewing scientific publications published between 2020 and 2025, ensuring that the analyzed information reflects recent developments in the implementation of inclusive education. The literature sources include nationally accredited journals indexed in SINTA 2–4, academic repositories available through Google Scholar, and reputable international journals indexed in Scopus focusing on inclusive education practices, differentiated instruction, and educational services for students with special needs (Rahman, 2021; Setiawan & Lestari, 2023).

The search process utilized keywords such as *inclusive education*, *Indonesia*, *special needs education*, *differentiated instruction*, and *inclusive learning process* to ensure the relevance of the selected literature to the research objectives. Data analysis was conducted using thematic analysis, which involved categorizing the reviewed literature based on discussion focus and identifying key themes such as challenges, benefits, and implications of inclusive education for learning processes (Nugroho, 2022). The findings from each theme were subsequently synthesized to generate a comprehensive understanding that served as the basis for formulating conclusions and recommendations in this study.



Pic 1. Include a diagram of the research stages

Result and Discussion

A. Research Results

The results of this study provide a comprehensive overview of various factors that contribute to the implementation of inclusive education in Indonesia, including the challenges encountered, the benefits obtained, and their impact on learning processes in schools. To obtain an in-depth understanding, the researcher reviewed a number of relevant scientific articles related to inclusive education practices across various educational levels. A summary of the analysis of twenty selected articles is presented in Table 1, which includes information on the authors, research titles, research methods, and the main findings of each study.

Table 1. Summary of Research on Inclusive Education in Indonesia

No.	Authors	Title & Year	Research Method	Main Findings
1	Fatmawati et al.	Creative Learning Strategies in Inclusive Education at the Elementary School Level (2024)	Qualitative	Various creative learning strategies are implemented, including remedial, deductive, inductive, heuristic, and cooperative approaches to improve learning materials, methods, evaluation, and the learning environment in inclusive elementary education.
2	Ginting et al.	Implementation of the Inclusive Curriculum (2025)	Qualitative study	The inclusive curriculum is not fully understood by teachers; there is a gap between expectations and practice.
3	Barokah & Hermita	Inclusive STEM Education (2025)	Literature analysis	Major challenges include learning resources, teacher readiness, and curriculum adaptation.
4	Suharjo & Zakir	Evaluation of Inclusive Education Programs in Elementary Schools Using the CIPP Model (2021)	Evaluative	Implementation of inclusive education programs has generally functioned adequately across context, input, process, and product aspects.
5	Wijaya & Supena	Implementation of Inclusive Programs in Serang (2023)	Descriptive qualitative	Teachers lack sufficient training; implementation varies across schools.

No.	Authors	Title & Year	Research Method	Main Findings
6	Lestari et al.	Fostering Creativity Without Limits: Innovative School Strategies for Developing Students' Creative Character (2024)	Qualitative	Innovative strategies support character development in students.
7	Susanti & Herawati	Inclusive Education Implementation in West Bandung (2024)	Field study	Teacher awareness has improved, although instructional adaptation remains limited.
8	Andriani	The Gap Between Legal Frameworks and Inclusive Practice (2024)	Qualitative	Regulations are strong, but implementation remains weak and inconsistent.
9	Ningrum et al.	Implementation of Inclusive Education for Elementary Students with Special Needs (2025)	Systematic literature review	Three main challenges were identified: limited funding allocation, low teacher competence in handling students with special needs, and limited community acceptance of inclusive education.
10	Fionita & Nurjannah	Inclusive Education as a Paradigm Shift (2024)	Literature review	Inclusive education changes teachers' and schools' perspectives toward student diversity.
11	Surtini & Herawati	Child-Friendly Schools and the Merdeka Curriculum (2024)	Qualitative	The Merdeka Curriculum supports inclusion, although implementation varies.
12	Murtadha & Fauzan	Challenges and Solutions in Inclusive Education Implementation (2025)	Case study	Challenges include teacher competence, parental stigma, and limited facilities.
13	Ujma & Dewi	Identification of Students with Special Needs (2025)	Identification study	Identification processes are not yet systematic; teachers require assessment training.
14	Melinda et al.	Challenges and Opportunities of Inclusive Education (2025)	Literature review	Significant opportunities through technology and the Merdeka Curriculum; the main constraints lie in human resources.
15	Yaasmin	Inclusive Curriculum Management (2024)	Descriptive	Curriculum modification based on individual needs is required, yet teachers are not fully prepared.
16	Taufan & Abnar	Barriers and Support for Visually Impaired Students (2025)	Phenomenology	Challenges include visual-based materials; support comes from adaptive technology and assistant teachers.
17	Kinanthi et al.	Effectiveness of Inclusive School Management (2024)	Descriptive	Effective management depends on strong leadership and teacher collaboration.

No.	Authors	Title & Year	Research Method	Main Findings
18	Alfian et al.	Training in Inclusive Learning Strategies (2025)	Training/community service	Training improves teachers' ability to identify students with special needs.
19	Salma et al.	Inclusive Education at SDN Ciracas, East Jakarta: Challenges and Implementation (2025)	Qualitative	Challenges include limited facilities, low public understanding, and the need to strengthen teacher competence.
20	Hidayat et al.	Problems in Implementing Inclusive Education in Elementary Schools (2024)	Literature study	Major challenges include insufficient teacher competence, lack of supporting facilities, and curricula not fully aligned with the needs of students with special needs.

Table 1 presents a collection of scientific references that specifically discuss inclusive education within the context of elementary schools in Indonesia. The data indicate that recent research trends focus on four main themes. The first theme concerns the implementation of inclusive education programs, as discussed by Mosvita and Susetyo (2024), Wijaya and Supena (2023), and Susanti and Herawati (2024). These studies reveal that although inclusive education policies have been established nationally, their implementation in practice still encounters obstacles such as limited facilities, inadequate teacher assistance, and insufficient curriculum planning responsive to the needs of students with special needs.

The second theme addresses challenges in implementing accommodative learning, as explored by Barokah and Hermita (2025), Dwi and Fathoni (2025), and Taufan and Abnar (2025). These studies highlight the need for flexible and differentiated learning methods, particularly for students with visual impairments, intellectual disabilities, or other learning needs. The lack of teacher training frequently emerges as a key factor affecting the effectiveness of instructional services in inclusive schools.

The third theme concerns school management and institutional support, which are widely discussed by Yaasmin (2024), Kinanthi et al. (2024), and Amaliani et al. (2024). Research in this area indicates that the success of inclusive education is influenced not only by classroom learning processes but also by school management quality, infrastructure readiness, internal policies, and a school culture that supports diversity.

The fourth theme relates to the identification of students with special needs and program evaluation, as examined by Ujma and Dewi (2025), Munna et al. (2024), and Alfian et al. (2025). These studies demonstrate that accurate identification processes significantly influence the provision of appropriate educational services. However, program evaluation is often not conducted comprehensively, making it difficult for schools to measure program effectiveness and determine improvement strategies.

Overall, the references presented in Table 1 illustrate that inclusive education in Indonesia continues to develop but still faces structural, pedagogical, and managerial challenges. Nevertheless, various studies also propose solutions, such as strengthening teacher competencies, optimizing facilities and infrastructure, and improving program planning and evaluation. Thus, the table functions not only as a literature summary but also as a foundation for analyzing trends, problems, and opportunities in implementing inclusive education at the elementary school level.

B. Discussion

The analysis of twenty articles reviewed in this study indicates that the inclusive education system in Indonesia is characterized by complex developmental dynamics. The expansion of inclusive practices in elementary schools has not yet been fully optimized due to

various pedagogical, structural, and cultural challenges. Most studies emphasize that the primary challenge lies in teachers' capacity to understand, plan, and consistently implement inclusive learning practices.

Teachers often experience difficulties in adapting curricula, designing differentiated instruction, and implementing accommodative assessments for students with special needs. This finding is supported by Mosvita and Susetyo (2024), Wijaya and Supena (2023), and Susanti and Herawati (2024), who note that teachers generally lack sufficient competence, both pedagogically and psychologically, to address diverse student characteristics. In addition, the availability of Special Assistant Teachers (GPK) remains a critical issue frequently highlighted in the literature. Many schools have very limited numbers of GPK, forcing one assistant teacher to support multiple students with special needs, thereby limiting the effectiveness of individualized services.

Beyond teacher competence, infrastructure limitations represent another major barrier to inclusive education implementation. Studies by Amaliani et al. (2024) and Muradha and Fauzan (2025) reveal that many school facilities are not designed to support accessibility for students with special needs. These limitations include the absence of ramps, disability-friendly toilets, communication aids, Braille learning materials, and therapy rooms, all of which should be standard components in inclusive schools. Such deficiencies ultimately limit the full participation of students with special needs in classroom activities and school environments.

Policy analysis also reveals an interesting finding. Several studies, including those by Andriani (2024) and Yaasmin (2024), indicate that inclusive education regulations in Indonesia are normatively strong, yet their implementation remains weak. This gap between regulation and practice arises from insufficient monitoring, limited implementation supervision, inadequate continuous training, and minimal technical support for schools. Consequently, many schools implement inclusive education primarily as an administrative requirement rather than as a comprehensive educational paradigm.

Despite these significant challenges, many studies also highlight the considerable benefits of inclusive education. These benefits extend not only to students with special needs but also to regular students and schools as institutions. Fionita and Nurjannah (2024) emphasize that inclusive education has encouraged a paradigm shift in teachers' and schools' perspectives regarding student diversity. Regular students who interact with peers with special needs tend to develop stronger empathy, solidarity, tolerance, and social skills.

For students with special needs, inclusive education provides greater opportunities to develop social and emotional competencies through peer interaction, increasing their confidence and participation in learning activities. Moreover, from an institutional perspective, schools implementing inclusive education tend to become more adaptive and innovative in developing flexible learning strategies. Kinanthi et al. (2024) found that schools committed to inclusive practices demonstrate stronger adaptability and collaborative learning environments.

Teacher training initiatives also play a significant role in improving inclusive education implementation. Alfian et al. (2025) demonstrate that professional training significantly enhances teachers' abilities to identify students with special needs, design authentic assessments, and adapt instructional strategies. These findings suggest that human resource development is a key determinant of successful inclusive education implementation.

Furthermore, inclusive education has significant implications for teaching and learning processes. Teachers can no longer rely on a "one-size-fits-all" instructional approach but must adopt differentiated instruction, needs-based learning, and principles of Universal Design for Learning (UDL). Research by Dwi and Fathoni (2025) shows that accommodative learning strategies positively influence student participation and learning outcomes, although such strategies require teachers to be adequately prepared to modify materials, methods, and evaluation systems.

In addition, studies focusing on visually impaired students, such as Taufan and Abnar (2025), reveal that adaptive technologies and teacher support in modifying learning materials play a crucial role in enhancing inclusive learning effectiveness.

Curriculum flexibility also plays a significant role in supporting inclusive education. The Merdeka Curriculum, as discussed by Surtini and Herawati (2024), offers flexibility that aligns closely with inclusive principles by allowing teachers to modify learning activities according to students' needs. However, curriculum flexibility alone is insufficient without adequate teacher competence and strong school management support.

Overall, research findings indicate that school management quality, teacher collaboration, and visionary leadership are essential factors in creating inclusive school environments. The main challenges in implementing inclusive education in Indonesia include limited teacher competence, inadequate infrastructure, gaps between policy and practice, and insufficient awareness and collaboration among stakeholders. Nevertheless, the substantial benefits of inclusive education for students, teachers, and schools demonstrate its significant potential for continued development. These findings highlight that inclusive education requires not only technical adjustments but also a fundamental philosophical transformation involving all elements of the school community, including teachers, principals, supervisors, and parents.

Conclusion

Based on the analysis of twenty reviewed articles, it can be concluded that the implementation of inclusive education in Indonesia is still in a developmental stage that requires strengthening in several aspects. Although national regulations have provided a strong policy framework, their implementation in primary schools has not yet been fully optimized. This condition is largely influenced by the limited competence of teachers, the insufficient availability of Special Education Teachers (SET), and the limited understanding of teachers regarding curriculum adaptation and differentiated instruction to meet the diverse needs of students. Furthermore, limitations in supporting facilities and infrastructure, including physical accessibility, specialized learning aids, and therapy rooms, present significant barriers to the full implementation of inclusive education.

Nevertheless, many studies also highlight the considerable benefits of inclusive education, not only for students with special needs but also for regular students. Inclusive education provides greater opportunities for students with special needs to develop their social, emotional, and independence skills through peer interaction. Meanwhile, regular students also learn to develop empathy, tolerance, and social skills as part of character education. Therefore, strengthening teacher competencies through continuous professional training, optimizing facilities and infrastructure, and improving program planning are essential for ensuring effective inclusive education implementation.

The implementation of inclusive education requires support that depends not only on regulations but also on the readiness of schools to provide more complex teacher training and sufficient infrastructure. Additionally, the involvement of parents and the broader community is crucial in creating an environment that supports inclusive education. Inclusive education is expected to contribute to achieving the primary goal of national education, which is to educate the nation's citizens while upholding diversity and the right to education for every individual.

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