

INCLUSIVE EDUCATION PRACTICES IN INDONESIAN ELEMENTARY SCHOOLS: PLANNING, IMPLEMENTATION, AND EVALUATION

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ARTICLE HISTORY

Received : 30-11-2025

Revised : 07-12-2025

Accepted : 21-12-2025

KEYWORDS

*Inclusive education,
Implementation,
Curriculum modification, Social
Role Valorization,
Qualitative case study*

ABSTRACT

This study examines the implementation of inclusive education at SDN Susukan 04, East Ungaran District, using a qualitative case study design. Data were collected through in-depth interviews, classroom observations, and document analysis, and validated through methodological and source triangulation. The findings show that planning was conducted through goal formulation, needs identification, and the development of adaptive programs integrated into the RKS/RKAS. Implementation involved curriculum modification, service accommodation, and the deployment of special education teachers to support 29 students with special needs across 13 classes. Evaluation was carried out systematically to measure goal attainment and identify barriers. The school demonstrated progress in fostering social acceptance, self-confidence, and empathy among students, consistent with the principles of inclusion and Social Role Valorization (SRV). However, challenges persist in teacher competency, parental involvement, and the adequacy of adaptive learning media. Strengthening professional development and building a comprehensive support system are essential for advancing transformative inclusion.

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INTRODUCTION

Education is a fundamental right of every citizen, regardless of physical, mental, or social condition (as stipulated in the 1945 Constitution and Law No. 20 of 2003 concerning the National Education System). This

philosophy is reinforced by the Salamanca Declaration, which encourages school systems to accommodate all children. Specifically, in Indonesia, the Inclusive Education policy requires district/city governments to designate at least one school at each level as an inclusive education provider (Munajah, Marini & Sumantri, 2022).

Inclusive education aims to ensure that children with special needs (ABK) receive the same quality and access to educational services as regular schools (Ratri & Herawati, 2024; Isnaini, Safitri, & Fitria, 2025). The implementation of inclusive education (equal quality and access to educational services for children with special needs/ABK in regular schools) in the field shows both positive developments and significant challenges in its implementation in schools. Implementation is generally regulated through curriculum adaptations and the placement of children with special needs in regular classes, often with minimal assistance from specialized support staff (Anggreani et al., 2024; Fikriatunnisa, Yusman & Meilana, 2025).

The expansion of educational access, in accordance with the law, is provided to regular schools, especially public schools, progressively accepting children with special needs. This is a concrete manifestation of the fulfillment of every citizen's right to a decent and quality education. Inclusive education has helped increase social sensitivity and acceptance of diversity among regular students, as well as reduce stigma against children with special needs in the school environment (Tea et al., 2023; Arifin et al., 2024). Schools strive to implement the principle of curriculum flexibility by adjusting materials, methods, and assessments (for example, through a pull-out model where children with special needs are pulled out of class for special tutoring, or through curriculum modifications).

Despite regulatory support, the reality on the ground shows several major obstacles that need to be addressed, including a lack of special assistant teachers (GPK) (Fionita & Nurjannah, 2024), limited classroom teacher competency, limited and inaccessible facilities and infrastructure, an inadaptive curriculum, and an unsupportive environment (negative stigma). Many inclusive schools lack adequate GPK (ideally one GPK per ABK) or the existing GPK are still contract workers with inadequate remuneration and guarantees (Meka et al., 2023). As a result, the task of assisting ABK The burden of responsibility is often placed entirely on regular classroom teachers. Most regular classroom teachers lack the understanding and skills (pedagogical competence and knowledge of special education) to identify the specific needs, manage, and deliver appropriate learning for children with special needs in their classrooms. Regarding facilities and infrastructure, some inclusive schools still lack accessibility. The availability of learning aids, learning media, or assistive technology devices specific to various types of special needs (e.g., Braille, hearing aids) is still very limited or non-existent.

The curriculum and learning process are often rigid and difficult to modify individually (Individual Learning Programs/PPI). Learning planning for special needs children is suboptimal and is often equated with that of regular children. Assessment of special needs children's learning outcomes sometimes still uses the regular curriculum standards, which do not align with their individual abilities, potentially leading to learning failure (Rixom & O'Connor, 2021; Chan, Ho & Tam, 2023).

In addition to the above factors, stigma and resistance persist from some parents of regular students, teachers, and even other students who worry that the presence of special needs children will disrupt the teaching and learning process or reduce the quality of education. Collaboration between schools, parents, local governments, and professional experts (psychologists, speech therapists, and occupational therapists) has not been optimally established to provide comprehensive intervention and support for children with special needs (Khoiri, 2021; Izzah, Setianti, & Tiara, 2023).

The implementation of inclusive education in schools is currently an ongoing transition process. Schools have made efforts to open doors (access), but the quality of services (teacher quality, facilities, and adapted curriculum) remains a major challenge that requires ongoing support and commitment from all parties (Fajra, et al., 2020; Mustika, et al., 2023).

SDN Susukan 04 is a public elementary school located in East Ungaran District, Semarang Regency, Central Java. As a national-standard school, SD Negeri Susukan 04 is committed to providing quality education to its students. This is reflected in its A-grade accreditation. Furthermore, the school implements the ISO 9001:2008 quality

management system. SDN Susukan 04 is one of the Elementary Schools (SD) in Semarang Regency that was appointed as a school that provides inclusive education as stated in the decree No. 421.2 / 002 / VII / 28/48, has its own identity and different advantages compared to other schools. This school requires smiling and saying "happy greetings" meaning to create a warm and comfortable atmosphere like your own family, without any shame and closing yourself off from each other. Then, the school also applies the among system with the motto Tut Wuri Handayani which recognizes the development of each individual student that cannot be separated from interaction with others including education.

Therefore, SDN Susukan 04 recognizes that each individual is unique, enabling students to develop and achieve their own goals. SDN Susukan 04 received an inclusive school award from the Social Services Agency and the Indonesian Child Protection Commission (KPAI) in 2023, recognizing it as a school that accepts and serves all students, including those with special needs, in an equal educational environment without discrimination. In addition to its unique features, SDN Susukan 04, as one of the public elementary schools in East Ungaran District, has implemented inclusive education effectively.

Based on the description above, a study was conducted entitled the implementation of Inclusive Education at SDN Susukan 04. This study aims to describe the planning, implementation, and Inclusive Education at SDN Susukan 04, East Ungaran District, Semarang Regency.

METHOD

A qualitative case study approach was employed to explore the planning, implementation, and evaluation of inclusive education at SDN Susukan 04. This design was selected because it enables an in-depth investigation of real practices within their natural context. Data were collected from March to August 2025 through in-depth interviews, non-participant observations, and document analysis. Participants consisted of the school principal, special education teachers (GPK), classroom teachers, and parents of students with special needs, selected purposively for their relevance to the research focus. Data validity was ensured through methodological and source triangulation. Data were analyzed using Miles and Huberman's interactive model, which involves data condensation, data display, and conclusion drawing/verification. Ethical procedures included informed consent, confidentiality protections, and voluntary participation.

RESULT AND DISCUSSION

Inclusive education planning at SDN Susukan 04, East Ungaran District, Semarang Regency, was implemented through the stages of establishing inclusive education objectives, identifying needs, and developing an inclusive education program. Findings from interviews, observations, and document review are shown in **Table 1**.

Table 1. Interview Results and Document Review of Inclusive Education Planning

Aspects	Data Source	Findings
Determining Educational Goals	Interviews with Principals and Teachers	Planning is based on moral commitment and the demands of community service.
Needs Identification	Interviews with Class Teachers and Teachers	Goal setting provides the initial framework for program implementation.
Curriculum and PPI	Review of School Work Plan (RKS)/School Work Plan (RKAS) Documents	Needs identification is based on more adaptive curriculum planning, tailored to the characteristics and potential of students with special needs.
Program Development		

The general goals of inclusive education at SDN Susukan 04, East Ungaran District, Semarang Regency are: 1) to realize educational justice, namely the equal right for all children to receive a quality education without discrimination; 2) to develop empathy and social tolerance for diverse backgrounds, fostering mutual respect. This goal ensures that all individuals can receive quality education in their local area, providing opportunities for all individuals, including those with special needs, to have access to quality, affordable, effective, and appropriate education tailored to their needs.

An inclusive school is a place where children with special needs can learn alongside other regular children. However, children with special needs are still accompanied by a teacher during teaching and learning activities. The learning system, teaching, curriculum, facilities and infrastructure, and assessment system at the inclusive school, SD Negeri Susukan 04, East Ungaran District, will accommodate the needs of children with special needs, so they can adapt and receive the best possible education.

The findings show that SDN Susukan 04 has successfully provided accessible educational services through curriculum modification, individualized support, and teacher collaboration tailored to each student's needs, including assistance and support from teaching staff to ensure students are well-equipped. Therefore, as per Table 1, the program is designed to meet the school's needs, including the development of an adaptive curriculum, planning media/teaching materials, and infrastructure that prioritize accessibility. The provision of a Special Education Teacher (GPK) with a Bachelor's Degree in Special Education (orthopedagogue) who is responsible for serving students with special needs (PDBK) by providing learning assistance and collaborating with other teachers to develop a curriculum tailored to the needs of the PDBK.

The development of the educational program is carried out at the beginning of the school year, involving all school components, including the principal, the special needs teacher, the class teacher, and the committee representing the parents. Through an analysis of the educational achievement report, the integrated program is implemented within the school program through the RKS and RKAS, as outlined in **Table 1**.

Findings from interviews, observations, and document reviews on education implementation can be seen in **Table 2**.

Table 2. Results of Interviews, Observations, and Document Reviews on the Implementation of Inclusive Education

Aspects	Data Sources	Findings
Characteristics of the PDBK and Curriculum	Document Review and Observation	<ol style="list-style-type: none"> There are 13 classes in the classroom, with a total of 396 students, 29 of whom are children with special needs, spread across all grades from first to sixth. The curriculum was specifically designed and modified by the Curriculum Development Team. The modified curriculum was designed to help students develop their potential and overcome learning barriers to the maximum extent possible. The Minimum Completion Criteria (KKM) at SD Negeri Susukan 04 differentiates between regular students and students with special needs.
Facilities and Infrastructure	Observation	Preparation of facilities and infrastructure based on identified student characteristics
The Role of Teachers and GPK	Interviews and Observation	<ol style="list-style-type: none"> Optimizing the potential of teachers and GPK through training and coaching in school cluster activities and collaboration with various parties to support teacher quality improvement Efforts to standardize the roles of GPK and class teachers

Evaluations are conducted to determine the success of a program. Inclusive education evaluations are planned at the end of each activity. However, evaluations are often conducted per semester or annually, depending on the program's ongoing planning. Evaluation findings are shown in **Table 3**.

Table 3. Results of Interviews, Observations, and Document Review of Inclusive Education Evaluations

Aspects	Data Sources	Findings
Planning	Interviews and Document Review	Achievement of planned objectives (end-of-semester and end-of-school-year evaluations)
Evaluation	Observations and Interviews	The principal participates in the learning process.
Implementation	Interviews and Document Review	There is a very good division of roles between class teachers and the GPK. However, the GPK's professionalism needs to be improved.
Policy and Other Supporting Factors	Interviews and Document Review	

The principal plays a crucial role in monitoring the evaluation process. Evaluations typically identify positive situations that enable successful goal achievement, while negative situations that hinder goal achievement are identified. Therefore, guidance or advice from the principal will further enhance results. Other findings include formal and structured evaluations using standardized instruments. Evaluations tend to focus on measurable academic achievement. Parents provided positive evaluations of their children's social acceptance at school, but expressed concerns about the quality of professional services and the short learning duration. Schools have standardized evaluation instruments or structured progress reports based on the PPI (Information and Communication Technology) system. Challenges were encountered in feedback from classroom teachers to the Teachers' Group (GPK), but the feedback mechanism from the GPK or the school to the Education Office regarding real needs (beyond GPK requests) was less structured.

Positive findings from the implementation of inclusive education include increased self-confidence and social skills for students with special needs. Students with special needs (ABK) have the opportunity to interact naturally with regular students, which can enhance their confidence, communication skills, and social skills. This inclusive school aims to eliminate all forms of unfair treatment of students, instill values of diversity, and foster acceptance of differences from an early age. The inclusion of students in diverse schools helps reduce disparities and prepares all students to live in a more inclusive and diverse society.

The findings regarding the increased self-confidence and social skills of students with special needs (ABK) and the instilling of diversity values in regular students are highly consistent with the philosophical goals of Inclusive Education. As is well known, the philosophical goals of inclusive education are rooted in the values of human rights, justice, and equality. Its primary goal goes beyond simply placing students with special needs (ABK) in regular schools, but also encompasses changes in systems, attitudes, and culture. This finding is a realization of the deeper Philosophical Goal of Inclusion, which is divided into a Socio-Emotional dimension (for children with special needs) and an Attitude/Value dimension (for regular students). This is consistent with research by M. Ruijs, Peetsma, & van der Veen (2022) that effective placement in an inclusive environment (not just physical placement) consistently results in higher levels of social participation for children with special needs. Social participation is the foundation that supports the improvement of social skills and, in turn, increases their self-confidence.

Despite this, improvements in parental involvement, particularly for parents of students with special needs (ABK), remain inadequate. Parents of ABK still feel inferior despite having equal access to quality education for their children. Furthermore, teacher competency development (especially for teachers and teachers) is inadequate. This is identified as teachers and teachers lacking the necessary understanding, skills, and/or attitudes to adapt inclusive learning. Some teachers tend not to be able to be proactive and friendly towards all children, even potentially causing

complaints from parents or making children with special needs the subject of ridicule (although this is an extreme case, this is a risk if the teacher's competence and readiness are lacking).

Schools already have accessible (disability-friendly) physical infrastructure, but the availability of adaptive learning media and special teaching aids for children with special needs still needs improvement. Schools must further collaborate with relevant external parties (e.g., psychologists, therapists, or doctors) to support the specific needs of children with special needs. Implementation often focuses solely on adjustments at the individual learning level, but broader systemic aspects of creating a truly inclusive educational ecosystem still need improvement.

Inclusive education is based on the belief that every individual, regardless of physical, intellectual, social, emotional, or other conditions, has an equal right to a quality education. This aligns with international declarations, such as the UN Convention on the Rights of Persons with Disabilities (CRPD) and the Salamanca Declaration (1994). The philosophy of inclusion believes that schools are like miniature communities. By accustoming students to living and learning together in diversity, schools prepare them for full participation in a more inclusive society. Therefore, instilling values of tolerance, empathy, and respect for differences in all students (both regular and special needs) from an early age aims to reduce stigma and social prejudice against disabilities. Philosophically, inclusive education demands systemic change in school governance. If a student fails, the fault lies with the system, not the student. This shifts the mindset of teachers and school management to focus on identifying and eliminating learning barriers caused by the environment or curriculum, rather than focusing on student deficiencies. Schools must be adaptive and responsive to the unique needs of each child.

This increased self-confidence and social skills of children with special needs support the principle of Social Role Valorization (SRV), where interactions in regular (non-segregated) environments provide more valuable social roles and enhance the self-esteem of individuals with special needs (Armstrong & Shevellar, 2021; Wolfensberger, 2022). Individuals, especially those who are vulnerable or marginalized (including people with disabilities), must be supported to acquire, maintain, and fulfill culturally valued social roles.

The principle of Social Role Valorization (SRV), according to Wolfensberger (2022), is a crucial theoretical and practical framework in social and educational services for persons with disabilities (ABK). When individuals hold valued social roles (e.g., as active learners, productive workers, helpful neighbors, or loyal friends), they receive better treatment, resources, and opportunities from society. A valued social role is one that is recognized, respected, and confers positive status in the eyes of the general public. Valuable social roles include independence and productivity, responsible adulthood, and active participation (Zinko & Thompson, 2022; Forman, 2025).

Aligned with SRV principles, the school environment functions as a valued social context that promotes students' identity, agency, and social participation. These include training, education, and support that enhance functional abilities, independence, and interpersonal skills. SRV can also enhance self-esteem or positively impact how individuals are perceived (Armstrong & Shevellar, 2021; Tumeinski, 2025). This goal focuses on ensuring that individuals dress, groom, and use assistive devices appropriate to cultural and age standards. Therefore, inclusive services at SD Negeri Susukan 04 are ideally suited to provide a non-stigmatizing environment and service location, using language and terminology that respects dignity.

Placing children with special needs (ABK) in regular schools through the Inclusive Education program is a crucial step in SRV, as this is a culturally valued environment for them to achieve their role as "students." The school prepares a relevant curriculum according to competencies, modifying it so that the curriculum focuses not only on academics but also on life skills that enable ABK to become productive members of society in the future (Angreni & Sari, 2022).

During teaching and learning activities, support is provided to all students without exception (according to interviews with the principal, class teachers, and parents), ensuring that ABK students receive the necessary support to participate fully and be seen with dignity among their peers. Teachers play a role in ensuring that ABK students are not treated differently or demeaned. SRV, the basic foundation for implementing inclusive education, teaches that the higher a person's social role value in the eyes of society, the greater the likelihood of receiving humane, fair, and

supportive treatment. Inclusive education is the primary mechanism for providing a valued social role for children with special needs, namely as active and equal members of the learning community. The natural presence of children with special needs in the classroom encourages the development of social skills, not only for them, but also fosters empathy and a sense of belonging in regular students, which ultimately reduces bullying and prepares a more inclusive society. This shows that the physical environment of the school (SDN Susukan 04) has succeeded in providing an appropriate social setting, and this success must become a best practice that is maintained and strengthened through collaborative activities.

The next challenge that needs to be addressed is the findings on teacher competency and parental involvement. The lack of understanding, skills, and inclusive attitudes among teachers/classroom teachers (GPK) indicates a gap between policy (inclusive) and practice (lack of adaptability). Extreme cases such as "taunting" demonstrate that without adequate competency, teachers can become obstacles, not solutions. This contradicts the concept of Reflective and Adaptive Teachers, who must be able to implement Differentiated Instruction (Angreni & Sari, 2022; Sapitri & Hasanah, 2023). To develop teacher professionalism, schools develop GPK and Classroom Teacher Training programs that focus on attitudinal/affective aspects (building an inclusive mindset) and practical skills (curriculum adaptation, developing IEPs).

Parental involvement is crucial to achieving the goals of inclusive education. Feelings of "inferiority" among parents of children with special needs, despite equal access to education, suggest that the problem lies not in physical access, but rather in psychosocial support and ineffective communication with the school. Parents fail to build a sense of ownership and genuine partnership (as in the Family School Partnership model). This is due to many factors, including a lack of parental knowledge or a lack of information from the school. Therefore, the solution is for schools to establish a Communication Forum for Parents of Children with Special Needs (PBK), facilitated by psychologists or GPK (Public Relations Group) to build confidence, provide information, and transfer skills to educate children at home (Puspitaningtyas, 2020).

Systemic and infrastructural challenges: While the physical infrastructure is good, weaknesses remain in the soft infrastructure and supporting ecosystem. The limited availability of adaptive media indicates that schools still need to improve the quality of Universal Design for Learning (UDL) principles, which require learning materials to be accessible to all students, regardless of their abilities. The solution is to accurately identify the needs of the PBK in designing programs and funding through the RKS (Work Plan) and RKAS (Special Education Budget) to ensure that the specific needs of UDL are effectively addressed and realized (Setiawan, Aji, & Aziz, 2020; Angreni & Sari, 2022).

Expanding partnerships with external parties, such as psychologists/therapists, demonstrates that schools are implementing a multidisciplinary approach to inclusive education. However, the quality of these partnerships needs to be improved to prevent them from becoming isolated due to limited external support systems. Schools should actively establish formal collaborations (MoU) with community health centers (Puskesmas), therapy centers, or disability organizations to ensure diagnostic, therapeutic, and consultative support for children with special needs (ABK) and teachers.

Implementation that focuses solely on the individual (micro) learning level while neglecting systemic (macro) aspects such as internal regulations, school culture, and funding indicates that inclusion is still treated as a "patchwork" rather than as a holistic school paradigm (Dhoka, 2020; Bahri, 2022). Schools need to conduct internal audits of all aspects (management, funding, culture) to ensure that inclusion principles are integrated into the school's vision and mission, not merely a classroom program.

CONCLUSION

The implementation of inclusive education at SDN Susukan 04 demonstrates strong progress in promoting educational equity, social acceptance, and curriculum adaptation for students with special needs. Planning, implementation, and evaluation processes are conducted systematically, and the school environment aligns with the principles of inclusion and Social Role Valorization. However, significant challenges remain in teacher competency, parental involvement, and the availability of adaptive learning media. Strengthening professional development, building a multidisciplinary support system, and integrating inclusive values into school governance are essential to achieving transformative inclusion. Future studies should explore comparative models across schools and evaluate long-term outcomes for students with special needs

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