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# Systematic literature review: implementation of inclusive education policies in Indonesia: a state administration perspective

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## Article Info

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## ABSTRACT

This study thoroughly investigated the implementation of inclusive education policies in Indonesia, focusing specifically on the state administration perspective. Using a systematic literature review (SLR) approach, the research meticulously identifies the main challenges encountered and proposes proposed effective solutions for policy implementation. The key themes highlighted in this study include the urgent need for improved educational facilities, comprehensive teacher training programs, and the development of flexible teaching methods tailored to the individual needs of each student. Additionally, the findings underscore the critical importance of stakeholder collaboration and the continuous assessment of policies to adequately meet the diverse needs of all students. This comprehensive and in-depth analysis not only contributed to a more inclusive and equitable education system in Indonesia but also provided valuable insights that are essential for future policy enhancements. By addressing these issues in detail, the study aimed to pave the way for more effective and inclusive educational practices across the nation.



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## Introduction

Inclusive education in Indonesia was a crucial element of the country's educational reforms, aimed at eradicating discrimination and ensuring equal opportunities for all children, including those with special needs (ABK) (Nisak, 2018). This initiative strove to create an educational environment that welcomes every child, regardless of their physical, mental, or social differences. The concept of inclusive education was not just a policy but a moral imperative that aimed to dismantle the barriers faced by children with disabilities and integrate them seamlessly into the mainstream education system. By doing so, it sought to provide equitable access to quality education, which was essential for the holistic development of all students, fostering a society that values diversity and inclusivity.

The Indonesian government, particularly the Ministry of Education, Culture, Research, and Technology, was instrumental in establishing comprehensive policies to support the implementation of inclusive education (Rasmitadila et al., 2021). These policies were designed to promote equity and accessibility in educational institutions across the country, ensuring that no child was left behind due to their physical, mental, or social

differences. This included developing curricula that catered to diverse learning needs, training teachers to handle inclusive classrooms effectively, and providing necessary resources and support systems.

Despite significant advancements in policy formulation and advocacy, there remained considerable challenges in actual practice, particularly in inclusive elementary schools, which necessitated ongoing efforts from all stakeholders, including educators, parents, and policymakers (Rasmitadila et al., 2022). These challenges often included inadequate infrastructure, lack of trained personnel, and societal attitudes that may not fully support the inclusion of children with special needs. Addressing these issues required a concerted effort to continuously improve and adapt educational practices, ensuring that they met the evolving needs of all students.

The continued development and adaptation of inclusive education practices are essential to overcoming these obstacles and achieving true inclusivity in the Indonesian education system. This process involved regular assessment and refinement of policies, ensuring that they remained relevant and effective in addressing the diverse needs of all students. Increased investment in educational resources, such as specialized teaching materials, adaptive technologies, and training programs for educators, was crucial to support the implementation of inclusive education. Additionally, fostering a collaborative environment among all stakeholders, including government agencies, educational institutions, teachers, parents, and the broader community, was vital for the success of these initiatives. By prioritizing inclusivity, Indonesia ensured that all children, regardless of their abilities, could access and benefited from a quality education, paving the way for a more inclusive and equitable society. This comprehensive approach not only addressed the immediate challenges but also builds a sustainable framework for continuous improvement and adaptation in the educational landscape.

The development of inclusive education in Indonesia aimed to establish an educational system free of discrimination, accommodating all children regardless of their physical, mental, or social differences. Various schools offering inclusive education have been set up at multiple educational levels across the nation (Astuti & Sudrajat, 2020). However, numerous issues remained that need to be addressed to ensure the effectiveness of these programs. These issues included the need for enhanced curricula that catered to the diverse learning needs of all students, comprehensive lesson planning that incorporated inclusive teaching strategies, and improved school facilities that provided a conducive learning environment for students with special needs. Furthermore, promoting inclusive higher education also faced significant challenges, including physical accessibility, socio-cultural barriers, and stigma against students with special needs (Rrofiah, 2023). Addressing these challenges required a multi-faceted approach that involves policy reforms, infrastructural improvements, and community engagement to foster a supportive environment for inclusive education.

The primary issue in implementing inclusive education in Indonesia was the persistent gap between policy and practice. While the Indonesian government laid a robust policy foundation, its actual implementation at the school level was fraught with challenges, such as insufficient teacher training, inadequate infrastructure, and limited awareness among stakeholders (Rasmitadila et al., 2022). These problems hindered the effective inclusion of children with special needs into the mainstream educational system. To bridge this gap, a comprehensive approach that involved all stakeholders—government, educators, parents, and the community—was necessary. Improving teacher training programs, enhancing school facilities, and fostering positive attitudes towards inclusive education were critical steps. Additionally, continuous monitoring and evaluation of inclusive education policies are essential to identify and address the existing shortcomings (Fadilah et al., 2022). This holistic approach ensured that inclusive education policies were effectively translated into practice, benefiting all students, particularly those with special needs.

The scientific literature emphasizes the importance of teacher competence and training in successfully implementing inclusive education. Teachers must be adequately prepared to handle diverse classrooms and address the unique needs of students with special needs (Oktarini, 2022). Effective training programs equipped teachers with the necessary skills and knowledge to create an inclusive learning environment. Additionally, teacher training should include aspects of digital literacy to adapt to the evolving educational landscape (Li, 2024). School leadership also played a crucial role in fostering an inclusive environment. Principals and school administrators promoted a culture of inclusivity by supporting special classes, ensuring a conducive learning atmosphere, and facilitating collaboration among staff (Khayati et al., 2020; Kusnia, 2019). The triadic leadership approach, involving school leaders, teachers, and support staff, effectively addressed the multifaceted challenges of inclusive education (Dewi, 2017).

Moreover, human resource management (HRM) practices were vital in developing and managing the workforce needed for inclusive education. Investment in educator training and professional development was crucial to support a diverse student body effectively (Bariqi, 2018). HRM strategies focused on enhancing the quality and quantity of human resources in the educational sector, ensuring that schools were well-equipped to

implement inclusive education policies. Inclusive education policies in Indonesia were influenced by international declarations such as the Jomtien Declaration (1990) and the Salamanca Statement (1990), which advocate for inclusive educational practices (Matondang, 2010). At the national level, the Ministry of National Education Regulation No. 70 of 2009 provided a legal framework for implementing inclusive education, defining it as a system that accommodates students with various disabilities and exceptional talents in the same learning environment (Dewi, 2017).

Despite these efforts, research indicates that many inclusive schools in Indonesia struggled to optimally implement inclusive education. This was attributed to limited understanding among teachers regarding the needs of students with special needs, inadequate facilities, and insufficient resources (Nurfadhillah et al., 2022). Addressing these challenges required enhanced curriculum development, improved teacher capacity, and competence through relevant training (Oktarini, 2022). School leadership was another critical area that needed attention. Effective school leadership was essential for promoting an inclusive environment, yet many school leaders lacked the necessary training and support to fulfill this role (Khayati et al., 2020). Additionally, there was a need for better collaboration among stakeholders, including government agencies, educational institutions, and the community, to support the implementation of inclusive education (Sania, 2019).

The objective of this study was to analyze the implementation of inclusive education policies in Indonesia from a state administration perspective, identifying the key challenges and proposing solutions to enhance the effectiveness of these policies. This research aimed to fill the gaps identified in previous studies by providing a comprehensive analysis of the policy implementation process and the roles of various stakeholders. The novelty of this study lay in its focus on the administrative and governance aspects of inclusive education, which were less explored in existing literature. By examining the interplay between policy formulation and implementation, this study provided new insights into the mechanisms that could improve the inclusivity of the educational system in Indonesia.

The scope of this study included a detailed examination of inclusive education policies at different educational levels, from elementary to higher education. It also considered the roles of various stakeholders, including government agencies, educational institutions, teachers, parents, and the community, in supporting inclusive education. This comprehensive approach ensured that the findings were relevant and applicable to diverse educational settings in Indonesia. This research using specific research question : “What are the key challenges and proposed solutions in the implementation of inclusive education policies in Indonesia from a state administration perspective?”

## Method

This study employed a Systematic Literature Review (SLR) approach to comprehensively examine existing research on the implementation of inclusive education policies in Indonesia (Junaidi, 2019). By utilizing the SLR methodology, the study systematically identified, evaluated, and synthesized research findings from a wide array of sources, ensuring a thorough and balanced analysis of the subject matter. The SLR approach was particularly effective in highlighting the various dimensions and nuances of inclusive education policy implementation, including both the achievements and persistent challenges encountered in different educational settings (Loreman et al., 2014).

The primary objective of this SLR was to provide an overarching view of how inclusive education policies were being put into practice in Indonesia. This involved a detailed examination of policy documents, empirical studies, and theoretical papers that discussed the strategies, processes, and outcomes related to inclusive education. The comprehensive nature of this review allowed for the identification of common themes, gaps in the current research, and areas where further investigation was needed. Moreover, the SLR aimed to uncover best practices and successful case studies that can serve as models for future policy implementation (Suchek & Franco, 2024).

In conducting the SLR, the study paid special attention to the contextual factors that influence the effectiveness of inclusive education policies. These factors included socio-economic conditions, cultural attitudes towards disability, and the availability of resources and support systems within the education sector (Shaeffer, 2019). By considering these contextual elements, the review provided a nuanced understanding of the complexities involved in implementing inclusive education in Indonesia. It also shed light on the specific challenges faced by educators, administrators, and policymakers in striving to create an inclusive and equitable educational environment for all students.

Furthermore, the study highlighted the critical importance of collaboration among various stakeholders in the successful implementation of inclusive education policies. This essential collaboration included the active

involvement of government agencies, non-governmental organizations, educational institutions, and the community at large. The systematic literature review (SLR) emphasized that a multi-stakeholder approach was absolutely essential for addressing the multifaceted challenges of inclusive education and ensuring that policies were effectively translated into practice (Makoelle, 2014). By fostering a collaborative and supportive environment, all stakeholders could contribute to creating a more inclusive education system that genuinely benefited every student, regardless of their background or abilities. This comprehensive approach ensures that the diverse needs of all students are met, promoting equity and inclusivity in the educational landscape. This research included five systematic steps: Determining the framework using the PICOS method: Population, Intervention, Comparison, Outcomes, and Study Design (Saaiq & Ashraf, 2017).

### **Population (P)**

Schools in Indonesia that implemented inclusive education policies, including primary, secondary, and tertiary education institutions, played a critical role in this study. These educational institutions encompassed a diverse range of settings, each contributing unique insights into the effectiveness of inclusive education policies across different educational levels. The inclusion of primary schools provided a foundational perspective on how inclusive education is initiated and practiced from the early stages of a child's academic journey. Secondary schools offered a view into the transitional phase where students prepare for higher education or vocational pathways, showcasing how inclusive practices support their development and future readiness. Tertiary education institutions highlighted the advanced implementation of inclusive policies, reflecting on how higher education accommodates and nurtures students with diverse needs, preparing them for professional and personal success in a broader societal context. By analyzing these varied educational settings, the study aimed to capture a comprehensive picture of the inclusive education landscape in Indonesia, identifying best practices and areas for further improvement across all levels of education.

### **Intervention**

Implementation of inclusive education policies by the Indonesian government. This extensive initiative included policies related to comprehensive teacher training programs, which are crucial for equipping educators with the necessary skills and knowledge to effectively teach students with diverse needs. Additionally, the development of inclusive curricula was a key focus, ensuring that the content and teaching methods are adaptable to accommodate all learners. Improvement of school facilities was another significant aspect, aimed at creating an accessible and supportive physical environment for students with special needs. Furthermore, school leadership strategies were implemented to foster an inclusive culture within educational institutions, emphasizing the importance of leadership in driving and sustaining inclusive practices.

These multifaceted policies collectively aimed to enhance the overall educational experience for all students, promoting equity and inclusion throughout the Indonesian education system. Comparison (C): Schools that successfully implemented inclusive education policies vs schools that faced challenges in implementing these policies. Outcomes (O): Successes and challenges in the implementation of inclusive education policies. This included the level of acceptance and inclusion of students with special needs, the effectiveness of teacher training, the availability and quality of facilities, and community perceptions and attitudes towards inclusive education. Study Design (S): Systematic Literature Review (SLR). Using the PICOS framework, we systematically established both inclusion and exclusion criteria for this study. This comprehensive approach ensured that our selection process was structured and transparent. As shown in the following table 1.

The search for publications up to July 15, 2024, was conducted using a credible and comprehensive database, Google Scholar, by employing keywords integrated with Boolean operators (Sinha, 2022). The keywords used in this extensive search included "inclusive education" AND "Indonesia" AND "implementation" AND "solutions" AND "public administration." This method ensured that the search was thorough and that relevant articles were included. The resulting articles serve as secondary data sources derived from the synthesis of previous research relevant to this study, providing a robust foundation for the analysis. A total of 110 articles was obtained, ensuring a comprehensive review of the existing literature on the subject. These articles will be meticulously analyzed to extract valuable insights and findings that can inform the current study's objectives and contribute to a deeper understanding of inclusive education implementation in Indonesia.

At this stage, a standard tool, the Critical Appraisal Skills Programme (CASP), was used for quality assessment. This comprehensive tool included a detailed checklist that provided various sources from the research to be used (qualitative, quantitative, literature review, etc.) (CASP, 2023). This checklist was meticulously designed to cover all aspects of research, ensuring that each study met the necessary criteria for inclusion. This tool significantly aided in ensuring the validity and applicability of the research findings by systematically evaluating each study's quality (Anjana & Choudhuri, 2018). By utilizing CASP, the research team could confidently determine which studies were robust and reliable enough to be included in the review.

In this study, the following QA framework was established to guide the assessment process and maintain high standards of quality throughout the research (Chong et al., 2023).

**Table 1. PICOS Framework**

<b>Title</b>	<b>Inclusion</b>	<b>Exclusion</b>
Criteria	Journals that have criteria for selected articles	Journals that do not have criteria in selected article
Population	Schools in Indonesia that implement inclusive education policies, including primary, secondary, and tertiary education institutions.	Schools in Indonesia that are not implement inclusive education policies, including primary, secondary, and tertiary education institutions.
Intervension	Study of Implementation of inclusive education policies by the Indonesian government.	Study that are not related to Implementation of inclusive education policies by the Indonesian government.
Comparison	Schools that successfully implement inclusive education policies vs. schools that face challenges in implementing these policies	Schools that not successfully implement inclusive education policies vs. schools that not face challenges in implementing these policies
Outcomes	Successes and challenges in the implementation of inclusive education policies.	Have not been able to implement inclusive education policies.
Study Design	Qualitative	Which is not qualitative

#### **Was the research question clearly defined?**

Assess whether the research question is specific, focused, and relevant to the study on the challenges and solutions of inclusive education policies in Indonesia. The research question should clearly define the key aspects and objectives of the study, ensuring it addresses the main issues faced in the implementation of inclusive education policies. It is important that the research question is not too broad, allowing for a detailed and thorough examination of the subject matter. Additionally, the question should be relevant to current educational challenges in Indonesia, reflecting the real-world implications and practical significance of the study. By ensuring the research question is well-defined and pertinent, the study can provide valuable insights and actionable recommendations for improving inclusive education policies in Indonesia.

#### **Was the type of research appropriate for the research question?**

Evaluate whether the type of research (e.g., Descriptive Qualitative) appropriately addresses the research question. The chosen research type should align with the objectives and requirements of the study, ensuring it can effectively explore the challenges and solutions of inclusive education policies in Indonesia. Descriptive Qualitative research is well-suited for this purpose as it allows for an in-depth understanding of the nuanced issues and contexts.

#### **Were the inclusion and exclusion criteria clearly defined?**

Check if the criteria for selecting studies were explicitly stated and appropriate. It is essential that the inclusion and exclusion criteria are clearly defined at the outset of the study. This ensures that the selection process is transparent and that all relevant studies are considered. The criteria should encompass key aspects such as study design, population, interventions, comparisons, outcomes, and the context of the studies. Explicitly stating these criteria helps prevent bias in the selection process and ensures that the review includes studies that are pertinent to the research question. Moreover, the appropriateness of the criteria should be evaluated to ensure they align with the objectives of the study, allowing for a comprehensive and thorough analysis of the topic.

#### **Were the results discussed in relation to the original research question?**

Determine if the discussion section ties back to the research question and objectives. It is essential that the discussion section clearly connects the findings of the study to the initial research question and objectives. This connection should be explicitly stated to ensure that readers can easily understand how the results address the

primary goals of the research. The discussion should restate the research question and summarize the key findings in relation to it, highlighting how the results contribute to answering the question. Additionally, the discussion should evaluate the implications of these findings in the context of the study's objectives, providing a comprehensive analysis of their significance. By ensuring this alignment, the discussion section can effectively demonstrate the relevance and impact of the research, thereby reinforcing the study's contributions to the field.

#### Can the results be applied to the local context?

Evaluate the relevance and applicability of the findings to the Indonesian educational context. It is crucial to assess how well the findings align with the specific needs and conditions of the Indonesian education system. The relevance of the findings can be determined by examining their applicability to the current challenges and goals within Indonesian education, such as improving educational quality, addressing disparities, and implementing effective policies. Furthermore, the applicability of the findings should be evaluated by considering the practical implications and feasibility of implementing the proposed solutions in Indonesian schools. By ensuring that the findings are both relevant and applicable, the study can provide valuable insights and actionable recommendations that contribute meaningfully to the improvement of education in Indonesia.

#### Are the implications for policy and practice discussed?

Check whether the study provides clear recommendations for policy and practical implementation. It is important to determine if the study offers actionable and realistic recommendations that can be effectively implemented in practice. These recommendations should be supported by the research findings and aligned with the study's objectives, ensuring they are relevant and practical. Additionally, the study should clearly outline the steps necessary for implementing these recommendations, addressing potential challenges and providing solutions to overcome them. By doing so, the study can guide policymakers and practitioners in applying the findings to improve the targeted areas effectively. Clear and detailed recommendations enhance the study's impact and ensure that its insights can lead to meaningful improvements in policy and practice.

#### PRISMA (Preferred Reporting Items for Systematic Reviews and Meta-Analyses) Flowchart and Data Extraction :

By using this detailed flowchart, papers that are ready for review will be clearly identified. This systematic approach ensures that no relevant studies are overlooked and that the selection process is thorough and consistent. Subsequently, the data within these selected papers was meticulously extracted using pre-prepared tables. These tables specifically capture all relevant information, including study characteristics, methodologies, findings, and any other pertinent details (Moher et al., 2009). This structured data extraction process not only facilitates an organized review but also ensures that the data collected is comprehensive and comparable across studies. By adhering to this rigorous method, the integrity and reliability of the review is maintained, providing a solid foundation for subsequent analysis and conclusions (Osama et al., 2018).

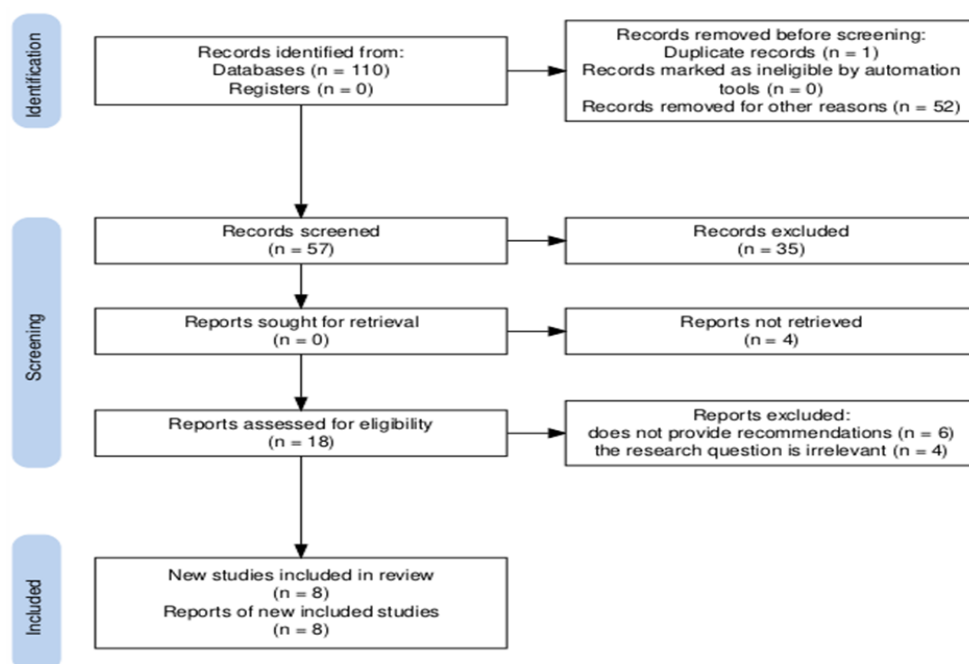


Figure 1. Prisma Diagram

Next, an in-depth review was carried out using the NVIVO 12 Pro software. The results obtained include 8 journals that meet 6 criteria related to Quality Assessment. As shown in the following table:

No	Tittle	Journal Link	DOI	Quality Aseessment						
				QA 1	QA 2	QA 3	QA 4	QA 5	QA 6	QA 7
1	Implementasi pemenuhan hak-hak penyandang disabilitas menuju Purworejo ramah difabel	<a href="https://journal.unima.ac.id/index.php/burrev/article/view/5449">https://journal.unima.ac.id/index.php/burrev/article/view/5449</a>	10.31603/burrev.5449	√	√	√	√	√	√	√
2	Promoting Inclusive Education for Social Justice in Indonesia	<a href="https://www.atlantipress.com/proceedings/icossce-19/125933389">https://www.atlantipress.com/proceedings/icossce-19/125933389</a>	https://doi.org/10.2991/assehr.k.200	√	√	√	√	√	√	√
3	Sistem Kebijakan Pengelolaan Pendidikan Dasar	<a href="https://jurnal.aksaraglobal.co.id/index.php/jkppk/article/view/451">https://jurnal.aksaraglobal.co.id/index.php/jkppk/article/view/451</a>	10.59031/jkppk.v2i3.451	√	√	√	√	√	√	√
4	HAK ANAK PENYANDANG DISABILITAS PADA LEMBAGA PENDIDIKAN DASAR DALAM SIYASAH SYAR'IIYAH dan	<a href="https://journal.uinsi.ac.id/index.php/qonun/article/view/5384">https://journal.uinsi.ac.id/index.php/qonun/article/view/5384</a>	10.21093/qj.v6i2.5384	√	√	√	√	√	√	√
5	Analisis Program Pendidikan Inklusif bagi Disabilitas di Kota Kediri dengan Perspektif Problem Tree Analysis	<a href="https://jurnalisticqomah.org/index.php/arima/article/view/1100">https://jurnalisticqomah.org/index.php/arima/article/view/1100</a>	10.62017/arima.v1i4.1100	√	√	√	√	√	√	√
6	Implementation of the Public Policy Strategy Model in Elementary School Education	<a href="https://attaqwa.pdfaii.org/index.php/i/article/view/44">https://attaqwa.pdfaii.org/index.php/i/article/view/44</a>	10.58355/attaqwa.v2i2.44	√	√	√	√	√	√	√
7	EVALUASI PERATURAN BUPATI SIDOARJO NOMOR 6 TAHUN 2011 TENTANG PENDIDIKAN KHUSUS DAN LAYANAN	<a href="https://ejournal.unesa.ac.id/index.php/publika/article/view/15060">https://ejournal.unesa.ac.id/index.php/publika/article/view/15060</a>	https://doi.org/10.26740/publika.v4	√	√	√	√	√	√	√
8	IMPLEMENTASI KEBIJAKAN PENDIDIKAN INKLUSIF UNTUK MEWUJUDKAN KESETARAAN BELAJAR BAGI PESERTA DIDIK	<a href="https://ejournal.unesa.ac.id/index.php/publika/article/view/39477">https://ejournal.unesa.ac.id/index.php/publika/article/view/39477</a>	10.26740/publika.v9n3.p139-154	√	√	√	√	√	√	√

**Figure 2.** The Results Obtained Include 8 Journals

Qualitative research methodologies have become increasingly prevalent in various academic and professional fields, as they offer valuable insights into complex phenomena that may not be easily captured through quantitative approaches (Wiltshier, 2011). These methodologies allow researchers to explore deeper meanings, understand underlying motivations, and capture rich, detailed data that provide a comprehensive view of the subject matter. One software tool that has gained significant traction in the qualitative research community is NVIVO 12 Pro, a powerful computer-assisted qualitative data analysis software. This tool can aid researchers in managing, organizing, and analyzing their research data efficiently (Hoover & Koerber, 2011; Tummons, 2014; Zamawe, 2015). NVIVO 12 Pro offers a range of features that facilitate the coding and retrieval of qualitative data, enabling researchers to uncover patterns, identify themes, and draw meaningful conclusions from their data. By using NVIVO, researchers can streamline the data analysis process, enhance the accuracy of their findings, and ultimately produce more robust and credible research outcomes.

The use of NVIVO 12 Pro in qualitative research has several key benefits. Firstly, the software enhances the efficiency of the research process by providing a centralized platform for managing and organizing a wide variety of data sources, including text, audio, video, and images (Hoover & Koerber, 2011). This streamlines the data analysis process, allowing researchers to focus more on the interpretation and synthesis of their findings (Tummons, 2014).

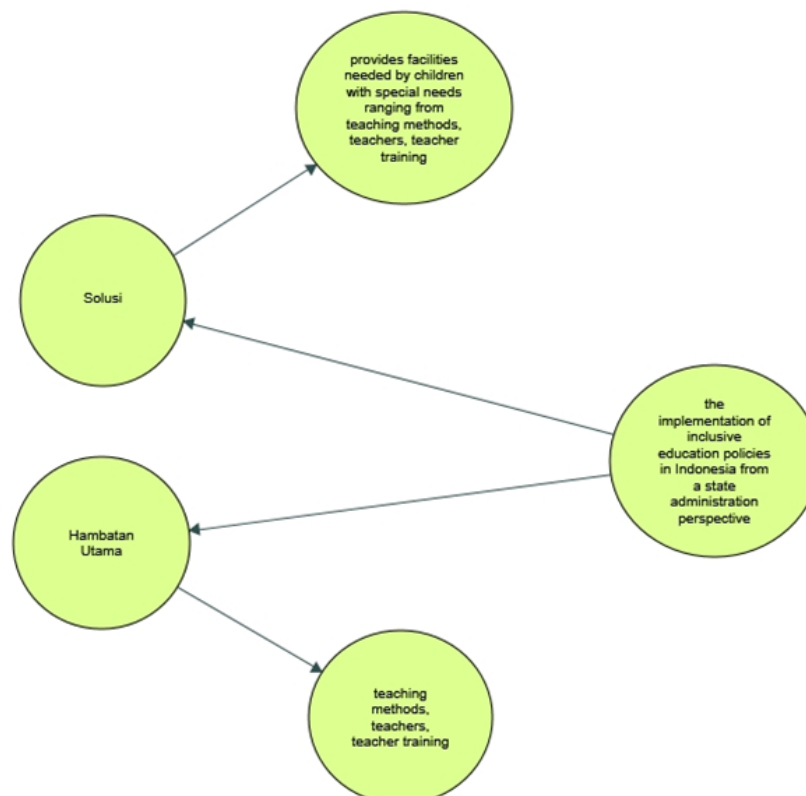


Secondly, NVIVO 12 Pro supports the exploration of multiple perspectives and dimensions within qualitative data, enabling researchers to uncover nuanced insights and patterns that may not be easily discernible through manual analysis (Hoover & Koerber, 2011). Finally, the software enhances the transparency of the research process by providing a clear audit trail of the analysis, which can be particularly valuable in ensuring the trustworthiness and credibility of qualitative research (Hoover & Koerber, 2011) (Tummons, 2014). Steps for using NVIVO 12 PRO for qualitative data analysis: 1) Import data sources into NVIVO 12 Pro; 2) Organize and structure the data using features like nodes and coding; 3) Explore the data and identify themes, patterns, and relationships; 4) Generate reports and visualizations to communicate findings (Zamawe, 2015) (Hoover & Koerber, 2011). In this study, 8 articles were identified that met the Quality Assessment criteria for in-depth analysis using NVIVO 12 Pro. The results addressed the research question, "What are the key challenges and proposed solutions in the implementation of inclusive education policies in Indonesia from a state administration perspective?"

After obtaining the detailed results from NVIVO 12 Pro software, the research questions posed in this study were thoroughly answered. This software facilitated an in-depth analysis, allowing the researcher to effectively manage and interpret the complex qualitative data (Zamawe, 2015). At this critical stage, the conclusions were meticulously formulated by the researcher based on the comprehensive findings. These conclusions were drawn after carefully considering all the patterns and themes that emerged from the data. The insights gained through NVIVO Pro enabled the researcher to provide robust and evidence-based answers to the research questions, ensuring that the study's objectives were fully met. This process ensured that the conclusions were well-supported by the data, adding to the credibility and reliability of the research (Wiltshier, 2011).

## Results and Discussions

There are two major themes which can be visualized as depicted in the following illustration:



**Figure 2.** Coding Network for the key challenges and proposed solutions in the implementation of inclusive education policies in Indonesia from a state administration perspective



The themes derived from the coding process were obtained using NVIVO PRO 12 software on eight articles that met the criteria in this study, as follows:

### **Theme 1: Main Challenges in Inclusive Education**

#### **Teaching Methods**

Challenges in teaching methods for children with special needs often occur due to a lack of flexibility in the approaches used. Inflexible teaching methods cause difficulties for these children in following lessons. Effective teaching methods should include multisensory approaches, the use of assistive technologies, and adjustments in teaching materials according to individual needs. Additionally, project-based learning and differentiated instruction should be applied to increase student engagement in the learning process. This is essential to ensure that children with special needs can experience equal and inclusive education (Astuti & Sudrajat, 2020; PRADANA, 2016).

#### **Teaching Personnel**

Teaching personnel often face challenges in educating children with special needs due to a lack of specialized training and adequate support. Special education support teachers (GPK) who have expertise in handling special needs are essential. However, the availability of GPK is still limited in many schools. Additionally, regular teachers often lack the knowledge or skills required to teach children with special needs. Continuous and comprehensive training is necessary to enhance teachers' capacity to manage the diversity of students in inclusive classrooms. Collaboration between regular teachers and GPK should also be strengthened to create a supportive learning environment for all students (PRADANA, 2016).

#### **Teacher Training**

Teacher training is a key component in overcoming challenges in inclusive education. Unfortunately, the available training often falls short in providing the necessary skills to teach children with special needs. The training provided should include inclusive teaching techniques, the use of assistive technologies, and adaptive classroom management strategies. Additionally, training should be ongoing and accompanied by continuous support to ensure that teachers can apply what they have learned in real classroom situations. The government and educational institutions need to collaborate to provide high-quality training programs that are relevant to field needs (PRADANA, 2016).

By addressing these challenges, it is hoped that inclusive education can be more effectively implemented, and children with special needs can receive equal and quality education. All parties, including the government, schools, teachers, and society, must work together to ensure that every child, without exception, can benefit from truly inclusive education (Astuti & Sudrajat, 2020; PRADANA, 2016).

### **Theme 2: Solutions for Providing Facilities Needed by Special Needs Children**

#### **Teaching Methods**

Teaching methods for children with special needs must be tailored to their individual needs. The methods employed should be inclusive and flexible, allowing adaptations according to each child's abilities. For example, project-based learning approaches, which enable students to learn through real-world experiences, are highly beneficial. Additionally, the use of assistive technologies such as screen reader software for visually impaired children or interactive learning applications for children with autism spectrum disorders can enhance their engagement in the learning process. Curriculum adjustments are also crucial to ensure that educational materials are accessible to all students, including those with special needs (Astuti & Sudrajat, 2020).

#### **Teachers**

Teachers play a crucial role in the success of inclusive education. Therefore, it is essential to have special education support teachers (GPK) who are competent in teaching children with special needs. These support teachers must have a background in special education and experience in handling various types of special needs. Moreover, it is also important for regular teachers to have basic knowledge about inclusivity and how to teach children with special needs. This can be achieved through regular training and workshops organized by schools or local education departments. In some areas, such as Kediri, initiatives have been undertaken to integrate special education support teachers into the existing inclusive education system (PRADANA, 2016).

#### **Teacher Training**

Teacher training is crucial for improving the quality of inclusive education. This training should include effective teaching techniques for children with special needs, the use of assistive tools, and inclusive classroom management strategies. Training should also cover psychological approaches to understand and support the emotional and social needs of these children. The government and educational institutions must collaborate to provide ongoing training programs for teachers. For instance, in Sidoarjo Regency, despite efforts to provide training for teachers, there is still a need to enhance the quality and frequency of training to address the challenges faced in inclusive education more effectively (Astuti & Sudrajat, 2020).

By implementing these solutions, it is hoped that an inclusive and supportive learning environment can be created for all children, including those with special needs. Every child has the same right to receive quality education that is tailored to their needs and abilities. The government, schools, and society must work together to achieve this (PRADANA, 2016).

## Conclusion

This study comprehensively examined the implementation of inclusive education policies in Indonesia from a state administration perspective, identifying key challenges and proposing solutions to enhance policy effectiveness. The systematic literature review (SLR) methodology was employed to synthesize research findings, focusing on the administrative and governance aspects of inclusive education. Key themes identified include the need for improved facilities, teacher training, and flexible teaching methods tailored to individual needs. The study emphasizes the importance of collaboration among stakeholders and continuous assessment of policies to ensure they meet the diverse needs of all students. These findings contribute to a more inclusive and equitable education system in Indonesia.

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