



Inclusive Education Policy Implementation for Special Needs Children in KB Ar-Ra'uuf Yoeandi, Sidoarjo Regency

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Abstract

This study aims to analyze the implementation of Inclusive Education policy in KB Ar-Ra'uuf Yoeandi. The objectives of the study are to understand the implementation of Permendiknas No 70 Year 2009 on Inclusive Education Article 3 in KB Ar-ra'uuf Yoeandi, to identify the inhibiting and supporting factors in the implementation of the policy, and to find an effective model for the implementation of the policy. This study uses a qualitative descriptive approach with data collection techniques through interviews, observations, and document analysis. The data is analyzed using the policy implementation model of Elmore, Lipsky, Hjem, and O'Porter. The results of the study show that KB Ar-Ra'uuf Yoeandi has successfully implemented the inclusive education policy using a combination of strategies, such as an inclusive curriculum, RTI and Montessori-based learning, and active participation of all stakeholders. Supporting factors, such as disability-friendly school infrastructure, and inhibiting factors, such as limited human and financial resources, affect the implementation process. The contextualized implementation model is considered the most relevant in understanding the complexity of implementation and the influence of internal and external school factors on its success. This study provides an important contribution to understanding best practices for achieving inclusive education. KB Ar-Ra'uuf Yoeandi is a successful example of creating an inclusive and friendly educational environment for all students, and provides inspiration for other schools to improve inclusivity in the educational environment.

Keywords: Inclusive Education, Policy Implementation, Special Needs Children

1. INTRODUCTION

The implementation of education policy is the stage where previously formulated policies are put into action by individuals or educational organizations. This process involves





not only the behaviors of administrative bodies responsible but also legal, political, economic, and social factors influencing the parties involved. Policy is a binding rule for carrying out activities under specific conditions. A good policy should enhance well-being, be fair, future-oriented, and easy to understand and implement. The history of inclusive education began in Scandinavian countries, later adopted in the United States and England (Henriyani, 2019). Global initiatives such as Inclusive Education in Action (IEA) aim to enhance knowledge and understanding of inclusive education. The Salamanca Statement in 1994 and United Nations Global strategies emphasize the importance of inclusive education. In Indonesia, educational laws regulate national education based on Pancasila and the 1945 Constitution. The government has a responsibility to implement inclusive education policies, as stipulated in the 1945 Constitution and related regulations (Harmaini, Suyanta, & Zulfatmi, 2021).

In East Java Province, collaboration between the central and regional governments supports inclusive education. The importance of data in national development planning, especially in the era of SDGs, data revolution, and regional autonomy, serves as the basis for policy formulation and program evaluation. Article 129 Paragraph 3 of Government Regulation Number 17 of 2010 regulates children with special needs, mentioning 12 types of disabilities. Statistical data shows a significant number of children with disabilities in Sidoarjo Regency. According to data from the Sidoarjo Regency Social Office cited by the Central Statistics Agency (August 12, 2019), in 2017, there were 5,185 children with disabilities, including physical disabilities, visual impairments, speech impairments, and mental disabilities, scattered across various areas of Sidoarjo. According to statistical data published by the Ministry of Social Affairs in June 2022, the percentage of children aged 5-19 years with disabilities reached approximately 3.3% (Söderberg & Liff, 2023).

The Inclusive Education System provides equal opportunities for students with special needs to learn together with typical students. Although there are already inclusive schools in each district of Sidoarjo City, there are still many obstacles in their implementation. Teachers are still not fully familiar with the inclusive learning models, and the lack of special education teachers is a serious problem. The lack of availability of educational services for students with special needs also needs to be addressed promptly (Dyson, 1999). The Sidoarjo Education Office plays a crucial role as the primary implementer of inclusive education policies in the region. They have authority over budget management, human resource procurement, and the appointment of inclusive schools (Harmaini, Suyanta, & Zulfatmi, 2021). The Inclusion Working Group (POKJA), under the coordination of the Basic and Secondary Education Division, serves as the administrative center for the implementation of inclusive education in Sidoarjo Regency.





This research aims to address issues in the implementation of Inclusive Education at KB Ar-Ra'uuf, including incorrect community paradigms, lack of special education teachers, difficulties for teachers in delivering materials to children with special needs, and inadequate facilities and infrastructure in inclusive schools. The research focuses on understanding and analyzing the implementation of inclusive education policies with effective models at KB Ar-Ra'uuf. In efforts to improve the performance of inclusive schools, POKJA forms Educational Coalitions in each district to monitor school performance. KB Ar-Ra'uuf Yoeandi is an Inclusive Education institution that uses the Merdeka Curriculum with a focus on student character and moral development. They implement Montessori and Sentra learning and assessment processes using the RTI (Response to Intervention) method (Aziza,et.,al, 2020). The Sentra learning method is conducted through circles (Circle times) and play centers, while the Montessori method gives children the freedom to choose activities according to their interests and talents. The RTI assessment method aims to identify and provide support to students experiencing learning difficulties.

This research is important because it aims to address various challenges and issues that arise in the implementation of Inclusive Education at KB Ar-Ra'uuf while also building a model for implementing inclusive education governance. By highlighting incorrect community paradigms, lack of special education teachers, difficulties in delivering materials to children with special needs, and shortages of facilities and infrastructure in inclusive schools, this research provides a foundation for improving the effectiveness of inclusive education (Söderberg & Liff, 2023). The novelty of this research lies in its comprehensive approach to analyzing the implementation of inclusive education policies with effective models at KB Ar-Ra'uuf. Through the use of the Merdeka Curriculum, Montessori and Sentra learning methods, and RTI assessment processes, this research proposes a model that can enhance the quality of inclusive education. Furthermore, through the formation of Educational Coalitions in each district, this research also provides a framework for monitoring and improving the overall performance of inclusive schools.

2. RESEARCH METHODE

This research utilizes a problem-oriented approach with a qualitative descriptive method to investigate natural phenomena within the context of implementing Inclusive Education at KB Ar-Ra'uuf Yoeandi, Sidoarjo. This approach was chosen to gain a comprehensive understanding of the implementation of inclusive education policies. In collecting data, the researcher applies an emic approach, considering the perspective of data sources rather than the researcher's viewpoint (Sugiyono, 2018). Data collection techniques





employ Purposive Sampling with semi-structured interviews and Forum Group Discussions (FGD).

The research focuses on describing the implementation of inclusive education policies at KB Ar-Ra'uuf Yoeandi. The researcher also involves all school stakeholders, including teachers, students, principals, staff, parents, and the community in the research process. The research is conducted at KB Ar-Ra'uuf Yoeandi (for 4 weeks) as the main location and at the Special Needs Child Education Unit (UPTD) in Sidoarjo (for 1 day) as a supporting location. The research locations were selected based on Metropolitan Governance in Sidoarjo City and the presence of KB Ar-Ra'uuf Yoeandi as the only school using the RTI-Based Assessment Method and the Montessori and Sentra-Based Learning Models.

This research uses purposive sampling methods for data source selection with specific considerations, primarily involving the Head of the Education Office and the School Principal at KB Ar-Ra'uuf Yoeandi, Sidoarjo. Data collection techniques include observation, interviews (semi-structured and unstructured), and documentation analysis. Participatory decision-making is conducted by involving various relevant parties (Sugiyono, 2018).

Data collected from various sources, such as observations, interviews, and documentation, will be analyzed qualitatively. This qualitative data analysis involves the process of organizing, interpreting, and drawing conclusions from the collected data. In this research, data credibility is a key aspect considered to ensure the reliability and accuracy of the obtained information. To achieve optimal data credibility, several strategies have been implemented, including: Diversified Data Collection Methods, where data is collected through various methods, including observation, interviews, and documentation analysis (Sugiyono, 2018; Moleong, 2016). This diversified approach allows for obtaining a comprehensive perspective and enriches the analysis; Data Triangulation, used to verify the consistency and reliability of information obtained from various sources by comparing and confirming information from different sources, data credibility can be enhanced; and Data Confirmability is ensured by ensuring that research findings are based on clear, verifiable, and tested data by other parties (Moleong, 2016). This ensures that the research results are reliable and not influenced by the researcher's subjectivity

3. RESULTS

The findings of this study represent a projection from the preliminary survey that serves as the basis for building an inclusive education policy implementation model, by providing an overview of the conducted educational objects, analyzing potential obstacles





and opportunities as well as existing general efforts, and selecting a model that is considered ideal. Further discussion is presented in each sub-chapter below.

3.1 Implementation of the National Education Minister's Regulation No. 70 of 2009

The implementation of Minister of National Education Regulation No. 70 of 2009 concerning Inclusive Education Article 3 at KB Ar-ra'uuf Yoeandi can be explained through an analysis of how the school applies the principles of inclusion outlined in the regulation. This includes how KB Ar-ra'uuf Yoeandi provides inclusive educational access for children with special needs, which, according to Arriani (2021), involves the use of a curriculum that supports diversity, as well as the school's efforts to facilitate the participation and involvement of parents, communities, and other relevant stakeholders in the educational process.

KB Ar-ra'uuf Yoeandi effectively implements the principles of inclusion in providing quality education access for all children, including those with special needs. One crucial point in inclusive education is ensuring equal educational access for all children. KB Ar-ra'uuf Yoeandi demonstrates its commitment by accepting children with special needs without discrimination. The school provides disability-friendly infrastructure, such as easily accessible classrooms, special toilets, and learning aids tailored to the children's needs. KB Ar-ra'uuf Yoeandi understands that each child has different learning needs. This condition aligns with Amalia et al.'s (2018) research that inclusive schools implement a flexible curriculum that can be adapted to individual students' needs. This curriculum is designed to accommodate various learning styles and abilities, so all children can learn optimally and reach their full potential. Harmaini, Suyanta, & Zulfatmi's (2021) research explains that inclusive education is not only centered on schools but also involves active participation from parents, communities, and other relevant stakeholders. KB Ar-ra'uuf Yoeandi actively communicates and collaborates with parents to support the children's learning process. The school also involves the community in various activities, such as workshops and training, to increase understanding of inclusive education.

KB Ar-ra'uuf Yoeandi's success in implementing inclusive education reflects the importance of the role of educational administration in creating an inclusive educational environment. Siron (2020) suggests that educational administration plays a crucial role in policy formulation, resource allocation, and conducting training for educators and school staff to support students with special needs. In this regard, educational administration at KB Ar-ra'uuf Yoeandi has succeeded in creating structures and policies that support the implementation of inclusive education, such as through the use of inclusive teaching methods, assigning special education teachers, and using curricula that meet students'





needs. Additionally, Mulyana and Restendi (2022) suggest that inclusive school institutions need to allocate adequate resources, both in terms of human resources and infrastructure, to support the success of inclusive education. Thus, KB Ar-ra'uuf Yoeandi's success in implementing inclusive education highlights the importance of proactive and responsive educational administration to the needs of all students. This shows that through collaboration between school management, staff, and local government, the vision of inclusive education can be effectively and sustainably realized.

The implementation of Minister of National Education Regulation No. 70 of 2009 concerning Inclusive Education at KB Ar-ra'uuf Yoeandi serves as a crucial foundation for the success of the inclusive education they conduct. This policy provides guidance for educational institutions to create an inclusive environment for all students, including those with special needs (Wijaya, 2019). By adhering to this policy, KB Ar-ra'uuf Yoeandi has taken concrete steps to ensure that every student has equal access to quality education. Utama (2021) suggests that inclusive schools must implement various aspects of these policies, such as adapting teaching methods, providing special education teachers, and offering curricula that support the development of all students. Through the implementation of this policy, KB Ar-ra'uuf Yoeandi has proven that inclusive education is not just a concept but can be realized in practical terms. They ensure that every student, without exception, has the opportunity to learn and develop according to their potential. Thus, the implementation of Minister of National Education Regulation No. 70 of 2009 serves as the foundation for the success of inclusive education at KB Ar-ra'uuf Yoeandi.

3.2 Inhibiting and Supporting Factors in the Implementation of Inclusive Education Policies

The implementation of inclusive education policies faces various challenges and opportunities influenced by a multitude of factors. Understanding these factors, both inhibiting and supporting, is crucial for ensuring the effective execution of inclusive education policies. In this context, examining the barriers and facilitators to the implementation of inclusive education policies becomes imperative. Inclusive education policies aim to provide equal educational opportunities for all students, including those with diverse learning needs, backgrounds, and abilities (Wijaya, 2019). However, the translation of these policies into practice is often complex and multifaceted, influenced by factors at the macro, meso, and micro levels.

This study delves into the factors that hinder and facilitate the implementation of inclusive education policies. By identifying and analyzing these factors, policymakers, educators, and stakeholders can gain insights into the challenges they need to address and





the opportunities they can leverage to ensure the success of inclusive education initiatives. Through an exploration of both inhibiting and supportive factors, this research contributes to a deeper understanding of the complexities surrounding the implementation of inclusive education policies. By shedding light on these factors, this study aims to inform decision-making processes, policy formulation, and practical strategies aimed at advancing inclusive education practices. By comprehensively examining the barriers and facilitators to the implementation of inclusive education policies, this research seeks to contribute to the ongoing efforts to create inclusive, equitable, and quality education systems for all students (Söderberg & Liff, 2023).

The Inhibiting and Supporting Factors in the implementation of Inclusive Education Policies at KB Ar-ra'uuf Yoeandi can be analyzed from various perspectives, including policy, human resources, facilities and infrastructure, as well as environmental factors. Siron's research (2020) explains that inhibiting factors may include a lack of special education teachers, insufficient understanding and awareness of inclusion among the community, and limitations in physical and financial resources. Meanwhile, supporting factors may include school leadership commitment, support from local government (Howlett, 2020), active participation of parents, and the availability of training and development programs for teachers and school staff.

The implementation of inclusive education policies at KB Ar-ra'uuf Yoeandi, like in other schools, is subject to various inhibiting and supporting factors. Understanding these factors is important for formulating effective strategies to achieve the goals of inclusive education.

a. Inhibiting Factors

- 1) Policy. The lack of clear and comprehensive regulations regarding inclusive education at the local level, as well as insufficient coordination among related stakeholders.
- 2) Human Resources. Shortage of trained and experienced special education teachers, as well as a lack of capacity among school staff to address the needs of children with special needs.
- 3) Facilities and Infrastructure. Limited disability-friendly school infrastructure, such as easily accessible classrooms, special toilets, and learning aids suitable for children's needs.
- 4) Environment. Limited understanding and awareness of inclusion within the community, negative stigma towards children with special needs, and lack of community support.

b. Supporting Factors





- 1) Policy. School leadership commitment to implementing inclusive education, as well as support from local government through policies and programs that benefit children with special needs.
- 2) Human Resources. Active participation of parents and families in supporting the teaching and learning process for children with special needs, as well as the availability of training and development programs for teachers and school staff.
- 3) Facilities and Infrastructure. Availability of disability-friendly school infrastructure, such as easily accessible classrooms, special toilets, and learning aids suitable for children's needs.
- 4) Environment. The presence of an inclusive and supportive community, as well as collaboration with civil society organizations working in the field of inclusive education.

The implementation of inclusive education policies at KB Ar-ra'uuf Yoeandi is faced with various challenges, yet it also holds significant potential to be realized. To identify inhibiting and supporting factors, schools can formulate appropriate strategies to overcome barriers and maximize existing potentials. To achieve the goals of inclusive education at KB Ar-ra'uuf Yoeandi, several strategic steps need to be taken. First, clear regulations and coordination among relevant stakeholders must be strengthened. Second, the capacity of teachers and school staff needs to be enhanced through training and development. Third, disability-friendly school infrastructure and appropriate learning aids must be provided. Fourth, public understanding and awareness of inclusion need to be increased through education and public campaigns. Fifth, cooperation with parents, families, and communities needs to be strengthened to support inclusive education.

Analyzing the factors supporting and inhibiting the implementation of inclusive education policies at KB Ar-ra'uuf Yoeandi is intriguing to examine through the lens of educational policy implementation theory. Various theories, such as top-down, bottom-up, and contextualized implementation models, can provide a deeper understanding of the complexity of the policy implementation process and how internal and external school factors affect its success. The top-down model approach, where inclusive education policies at KB Ar-ra'uuf Yoeandi are initiated and driven by regulations and programs from the local government, is reflected in the school leadership's commitment and support from the local government. However, the top-down model can also pose challenges, such as the lack of understanding and capacity of school staff to effectively implement policies.

The bottom-up model is evident in the active participation of parents, families, and communities in supporting inclusive education at KB Ar-ra'uuf Yoeandi. This support becomes a significant driving force in creating an inclusive and supportive school





environment for all children (Söderberg & Liff, 2023). Meanwhile, the Contextualized Implementation model, as stated by Rusdiana (2015), emphasizes the importance of considering the local context in policy implementation. In the case of KB Ar-ra'uuf Yoeandi, the availability of disability-friendly school infrastructure and appropriate learning aids becomes a crucial supporting factor.

3.3 An Effective Model for Implementing Inclusive Education Policies

An effective model for implementing inclusive education policies at KB Ar-Ra'uuf Yoeandi can be studied through practical experiences conducted by the school. An effective model may involve a combination of strategies such as the use of inclusive curriculum, RTI (Response to Intervention) and Montessori-based learning, active participation of all stakeholders, and efforts to foster an inclusive community around the school (Kristiyanti, 2019). Analyzing these models can provide insights into best practices that can be adopted by other schools to enhance inclusion in educational environments (Jannah et al., 2021). Among the three policy implementation models mentioned, the contextualized implementation model is considered the most relevant in explaining the supporting and inhibiting factors of inclusive education policy implementation at KB Ar-ra'uuf Yoeandi.

When considering the local context, the contextualized implementation model emphasizes the importance of considering the local context in policy implementation. This aligns with the situation at KB Ar-ra'uuf Yoeandi, where the availability of disability-friendly school infrastructure and appropriate learning aids becomes a crucial supporting factor. This model emphasizes the flexibility and adaptation of policies to local conditions, which are relevant in overcoming challenges such as human and financial resource limitations. On the other hand, the balance between Top-down and Bottom-up approaches combines elements of both top-down and bottom-up models, reflecting the reality at KB Ar-ra'uuf Yoeandi where inclusive policies are driven by local government regulations (top-down) and active community participation (bottom-up). Overall, these models, according to Arriani (2021), help understand the supporting and inhibiting factors of inclusive education policy implementation at KB Ar-ra'uuf Yoeandi, with the contextualized implementation model being deemed most relevant in understanding the complexity of the implementation process and how internal and external school factors influence its success.

Analysis of these models indicates that the contextualized implementation model, which emphasizes considering the local context, is highly relevant in explaining the supporting and inhibiting factors of inclusive education policy implementation at KB Ar-ra'uuf Yoeandi. Through this approach, schools can adapt policies flexibly according to local conditions, including human and financial resource limitations. According to Harmaini,





Suyanta, and Zulfatmi (2021), a balance between top-down and bottom-up approaches is also important in understanding the complexity of policy implementation processes. Overall, the contextualized implementation approach provides a solid foundation for KB Ar-ra'uuf Yoeandi in implementing inclusive education policies. By considering the local context, flexibility, and active participation of all stakeholders (Howlett, 2020), the school can continue to improve the effectiveness of policy implementation and ensure that every student receives meaningful and inclusive education.

This description reflects principles often associated with policy implementation models, including those proposed by Elmore, Lipsky, Hjem, and O'Porter (Mulyana & Restendi, 2022). First, the use of a combination of strategies such as inclusive curriculum, RTI, and Montessori-based learning demonstrates a holistic approach to building an inclusive educational environment. Policy implementation models, as stated by Söderberg and Liff (2023), emphasize the adoption of integrated and comprehensive strategies to achieve inclusion goals.

Furthermore, the active participation of all stakeholders also reflects principles in policy implementation models, especially those highlighting the important role of stakeholders in the implementation process. Lipsky, in the concept of street-level bureaucracy, emphasizes the importance of direct interaction between policy implementers and the community. Similarly, Elmore (Mulyana & Restendi, 2022) emphasizes the importance of local actor involvement in the policy implementation process. Thus, the description implicitly relates to policy implementation models such as those proposed by Elmore, Lipsky, Hjem, and O'Porter. This indicates that the approach adopted by KB Ar-Ra'uuf Yoeandi reflects principles emphasized by various policy implementation models in the context of inclusive education.

Although the contextualized policy implementation model is already quite relevant, there is still room for further development in the context of KB Ar-ra'uuf Yoeandi, with the following considerations:

- a. Further Research and Analysis: Conducting more in-depth research and analysis to comprehensively understand the local context and factors influencing the implementation of inclusive education policy at KB Ar-ra'uuf Yoeandi.
- b. Tool and Strategy Development: Developing tools and strategies specifically designed to assist KB Ar-ra'uuf Yoeandi in overcoming challenges and maximizing potential in implementing inclusive education policy.
- c. Continued Engagement: Involving all relevant stakeholders, including local government, school communities, and civil society organizations, in the process of developing and implementing the contextualized policy implementation model.





With appropriate development, the contextualized policy implementation model can become an effective tool to assist KB Ar-ra'uuf Yoeandi and other schools in achieving inclusive education goals and providing quality education for all children, including those with special needs.

Based on the writer's understanding of the issues and studies in the research object and the context of implementing inclusive education policy at KB Ar-ra'uuf Yoeandi, the Policy Implementation Model according to Elmore, Lipsky, Hjem & O'Porter is the most relevant and effective model to be used for study. The researcher's rationale is the focus on the interaction between Top-down and Bottom-up. This model emphasizes the importance of interaction between top-down (instructions from above) and bottom-up forces (local participation) in the policy implementation process. This is consistent with the reality at KB Ar-ra'uuf Yoeandi, where inclusive policy is driven by local government regulations (top-down) and active participation from the school community (bottom-up).

Furthermore, the analysis of Internal and External factors: This model allows for the analysis of various internal and external factors that influence policy implementation, such as resources, capacity, school culture, and local context (Le Fanu, Schmidt, & Virendrakumar, 2022). This is important for understanding the complexity of implementing inclusive education policy at KB Ar-ra'uuf Yoeandi. Moreover, its flexibility and adaptation do not provide rigid prescriptions but encourage policy flexibility and adaptation to local conditions. This is crucial for overcoming challenges faced by KB Ar-ra'uuf Yoeandi, such as limited human and financial resources, as well as the lack of community understanding about inclusion.

Although other models have their own strengths and weaknesses, the Policy Implementation Model according to Elmore, Lipsky, Hjem & O'Porter is considered the most relevant and effective for study in the context of implementing inclusive education policy at KB Ar-ra'uuf Yoeandi. According to Mulyana and Restendi (2022), this model can help understand the factors influencing the success of policy implementation and provide insights for developing more contextual and effective implementation models.

The Policy Implementation Model proposed by Elmore, Lipsky, Hjem, and O'Porter is a framework for understanding the process of public policy implementation. This model emphasizes the complex interaction between various factors that affect the success of policy implementation, including internal and external factors, top-down and bottom-up forces, and the local context (Mulyana, & Restendi, 2022). The Policy Implementation Model by Elmore, Lipsky, Hjem, and O'Porter is a valuable tool for understanding the complexity of public policy implementation, including the implementation of inclusive education policy.





This model can assist policymakers, education practitioners, and researchers in developing more effective strategies to ensure successful and sustainable policy implementation.

4. CONCLUSION

From the series of dialogues and research questions posed, it can be concluded that the implementation of Inclusive Education Policy at KB Ar-Ra'uuf Yoeandi demonstrates strong commitment and efforts from the school to provide inclusive education to all children, including those with special needs. In the context of Minister of Education Regulation No. 70 of 2009 concerning Inclusive Education, KB Ar-Ra'uuf Yoeandi has successfully implemented this policy effectively, making it a real example that inclusive education can be realized in practice.

Supporting factors in the implementation of inclusive policy at KB Ar-Ra'uuf Yoeandi include the commitment of all relevant parties, the use of inclusive curriculum, active community participation, and support from school infrastructure that is friendly to special needs. However, there are also inhibiting factors such as limited human and financial resources.

KB Ar-Ra'uuf Yoeandi has successfully implemented inclusive education, making it a real example for other schools. By using an approach that combines several Policy Implementation Models, including Elmore, Lipsky, Hjem, and O'Porter, this school demonstrates strong commitment and systemic support from the local government in implementing inclusive education policy. Teachers and school staff play a key role as primary implementation agents, facing daily challenges in realizing inclusive education. KB Ar-Ra'uuf Yoeandi has also successfully adapted inclusive education strategies to the needs and conditions of its surrounding environment, as well as ensuring strong school leadership and active participation of all relevant parties. Thus, this holistic and adaptive approach helps KB Ar-Ra'uuf Yoeandi achieve success in implementing inclusive education.

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