

Actualization of Policies, Strategies, and Evaluation of Inclusive Learning in Elementary Schools: A Qualitative Study in Parittiga District, West Bangka Regency

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Abstract

Inclusive education policy in Indonesia mandates that regular schools serve students with special needs, yet field-level actualization often diverges from regulatory ideals. This study examines policy actualization, instructional strategy, and evaluation practice in four elementary schools in Parittiga Subdistrict, West Bangka Regency, using a qualitative design with 14 informants (principals, teachers, parents) and triangulated observation, interview, and document data. Using an author-developed three-level framework, policy actualization is classified at the developing level: normative compliance is achieved (curricula adjusted, special mentor teachers appointed), but practice is not yet institutionalized amid limited facilities, technology, and trained staff. Instructional strategies and evaluation practices are likewise at the developing level, showing partial movement toward differentiated, collaborative, and individualized approaches, present in some classrooms but not all and inconsistent across schools. These findings suggest that translating national policy into contextual practice requires sustained teacher training, technical guidance, and cross-sectoral government support.

Keywords: *inclusive education policy; differentiated learning; collaborative learning; inclusive assessment; special mentor teacher; elementary school.*

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1. INTRODUCTION

Education is a fundamental right for every citizen regardless of physical, mental, social, or economic conditions. This mandate is expressly stated in Law Number 20 of 2003 concerning the National Education System, which requires the central and regional governments to provide quality, non-discriminatory, and equal educational services for all communities, including children with special needs (Republik Indonesia, 2003). The educational paradigm in Indonesia has transformed from an integration model to an inclusive model, where children with special needs study with regular children in the same public schools with appropriate accommodation and support (Destriani et al., 2022; Wahyudi & Latif, 2023).

The government strengthens the legal basis for the implementation of inclusive education through the Regulation of the Minister of Education, Culture, Research, and Technology Number 48 of 2023 concerning Decent Accommodation for Students with Disabilities, which requires regular schools at all levels to accept and serve children with special needs (Iswanto, 2025). This regulation is strengthened by the Regulation of the Minister of Primary and Secondary Education Number 13 of 2025 concerning the Curriculum Structure of Inclusive Education Providers, which emphasizes Individual Learning Programs as the core of inclusive services (Kementerian Pendidikan Dasar dan Menengah, 2025). At the regional level, the West Bangka Regency Government also issued Regent Regulation Number 66 of 2022 concerning Child-Friendly Schools as a guideline for realizing Child-Friendly Districts (Pemerintah Kabupaten Bangka Barat, 2022).

Although the policy foundation has been available in layers, national data shows a wide gap between regulation and practice. As of December 2023, of the 40,164 formal education units with special

needs students, only 14.83 percent already have a Special Supervisor (Jurnas.com, 2024). To respond to this competency gap, the Ministry of Education and Culture launched a multi-level training module for inclusive education that teachers can access independently through the Independent Teaching Platform (Kemendikbudristek, 2024). Various studies also report similar implementation challenges in various regions, ranging from limited facilities and infrastructure, lack of policy socialization, to weak coordination between stakeholders (Wijaya, Supena, & Yufiarti, 2023; Kriswanto, Suyatno, & Sukirman, 2023).

In Parittiga District, West Bangka Regency, the challenge of implementing inclusive education is also faced by regular elementary schools. Classroom teachers face a diversity of children with special needs such as slow learners, communication disorders, ADHD, dysgraphia, and dyslexia, while the majority of teachers do not have a special education background or adequate inclusive pedagogical training. This limitation is in line with the finding that barriers to collaboration between regular teachers and Special Assistant Teachers in the implementation of adaptive curriculum are often caused by competency gaps and lack of technical guidance at the school level (Hasanah & Setyaningsih, 2024). In addition, the limitations of supporting facilities and infrastructure such as the absence of ramps, tailored learning aids, and inclusion spaces have also made it harder for schools to provide adequate accommodations for students with disabilities (Isroani, 2024; Putri et al., 2024).

This condition puts learning strategies in the classroom at a critical point. Teachers are faced with a dilemma between meeting the demands of the standard curriculum conventionally or making extensive modifications without adequate support (Murni Yanto et al., 2022; Putri et al., 2024). In fact, a number of recent studies have shown that differentiated and collaborative learning has proven effective in increasing the participation and academic achievement of children with special needs in inclusive elementary schools (Ervilia & Fauzi, 2024; Iryani et al., 2023; Mauliddiyah & Permata, 2025). Similarly, in the evaluation aspect, the shift from uniform assessments to individualized and differential assessments is reported as a more equitable practice for students with special needs (Firdausy & Tantiani, 2025; Wulandari et al., 2024), although its application in the field still faces the challenge of instrument consistency.

Although the studies cited above confirm that differentiated learning, collaborative strategies, and individualized assessment each improve outcomes for students with special needs, most were conducted as single-site or single-aspect studies that examine only one dimension of inclusive education in isolation. What remains underexplored is how policy actualization, instructional strategy, and evaluation practice interact and constrain one another within the same schools, particularly in small, resource-limited subdistricts outside Java where the gap between national regulation and field-level capacity is widest. This study addresses that gap by simultaneously examining all three dimensions across four elementary schools in Parittiga District, thereby offering a more integrated picture of how inclusive education policy is actualized under real resource constraints and providing a contextual basis for recommendations that previous single-aspect studies could not generate.

Based on this description, there is an urgency of scientific studies to systematically and empirically identify how inclusive education policies are actualized, what learning strategies are implemented, and how evaluations are carried out by elementary school teachers in Parittiga District in the midst of the limitations of existing facilities and special competencies. This research aims to analyze these three aspects in depth in four State Elementary Schools in Parittiga District, in order to provide a factual picture as well as recommendations for contextual inclusive-learning practices that are practical and in line with the spirit of Permendikbudristek Number 48 of 2023.

2. METHOD

This study uses a qualitative method with a field research approach, which aims to describe in depth the phenomenon of actualization of policies, strategies, and evaluation of inclusive learning from the perspective of participants in the research location (Sugiyono, 2020). This descriptive approach was

chosen because the research intends to explain the facts and real conditions in the field in a systematic, factual, and accurate manner regarding the object being studied.

The research was carried out in the Parittiga District area, West Bangka Regency, which has 19 State Elementary Schools divided into four cluster areas. The location of the research was determined in four elementary schools by considering the representation of each group and the availability of inclusive student data, as presented in Table 1. Schools were selected using a purposive sampling procedure: of the 19 State Elementary Schools in Parittiga Subdistrict, 12 were confirmed to already be serving students with special needs, and of those 12, four schools were purposively selected to ensure representation of all four sub-district cluster areas (Gugus 1-4), on the condition that inclusive education services were already being provided at the school.

Table 1. *Research Location*

No	Cluster Region	School Name
1	Group 1	SD Negeri 3 Parittiga
2	Group 2	SD Negeri 14 Parittiga
3	Group 3	SD Negeri 8 Parittiga
4	Cluster 4	SD Negeri 15 Parittiga

The research data source consists of primary data and secondary data. Primary data includes interviews with principals, classroom teachers/Special Supervisors, and parents of students with special needs, together with Education Unit Curriculum documents, inclusive learning planning documents, and reports on the results of inclusive learning evaluations obtained directly from the four schools. Interviews with parents are classified as primary data because they were collected directly by the researcher as first-hand accounts of family experience with inclusive practice. Secondary data in this study were limited to national and regional policy documents and previously published research used to contextualize the field findings. The research involved 14 informants consisting of 4 principals and 4 teachers as main informants, as well as 6 parents as supporting informants, as presented in Table 2. The six parents were the parents of students with special needs identified during classroom observation and document review at each of the four schools, one to two per school, and were interviewed as supporting informants, on a voluntary basis, to corroborate the accounts given by principals and teachers.

Table 2. *Research Informant*

No	Informants	Remarks	Quantity
1	Principal	Principal Informant	4
2	Classroom Teacher / Special Guidance Teacher	Principal Informant	4
3	Guardian of Pupils	Supporting Informants	6

Data was collected through three techniques, namely observation of the learning process and school environment, in-depth interviews with all informants, and documentation studies of curriculum documents, lesson planning, and evaluation reports. These three techniques were used in an integrated manner to obtain a comprehensive picture of the phenomenon being studied. Fieldwork was conducted from July to November 2025, with document review beginning in July 2025 and the bulk of classroom observations and in depth interviews at the four schools carried out in November 2025. Each interview lasted approximately 30-45 minutes and was conducted at a time and place agreed with the informant. All informants were briefed on the purpose of the study and gave their consent to participate before data collection began; participation was voluntary, and informants' identities are presented using their institutional roles and, where quoted directly, their names as recorded in the interview documentation.

Data analysis follows Miles and Huberman's interactive model, which consists of data reduction, data presentation, and conclusion drawing and verification. Data reduction is carried out by selecting and focusing data that are relevant to three research problem formulations; data presentation is arranged in the form of narrative descriptions per theme; while conclusions are drawn gradually as the data collected in the field increases. Concretely, interview transcripts, field notes, and document excerpts were first read and sorted (data reduction) to retain only material relevant to the three research foci; retained excerpts were then grouped into descriptive themes per research focus and arranged into narrative form (data display) as reported in the Results and Discussion section below; conclusions were then drawn and cross-checked against the data through source and technique triangulation as described above.

The validity of the data was tested through source triangulation and technical triangulation. Source triangulation was carried out by comparing the data of interviews between informants (principals, teachers, and guardians) and comparing the statements of informants at different times and situations. Technical triangulation was carried out by comparing the data of observations, interviews, and document studies to ensure the consistency and credibility of the research findings

This study uses an author developed analytical heuristic, rather than an established theoretical model, to give the stage labels used below explicit criteria. The heuristic is informed by the general distinction in the policy implementation literature between formal (normative) compliance with a regulation and substantive, institutionalized implementation in daily practice, and it is applied consistently across the three research foci (policy actualization, instructional strategy, and evaluation). It has three levels: (1) initial/normative administrative, where practice is limited to formal compliance on paper (for example, adjusted curriculum documents and appointed Special Supervisors) without consistent field implementation; (2) developing, where formal compliance has been achieved and schools additionally show documented, observable practice (a functioning curriculum adjustment, a recurring instructional routine, or a routinely used assessment format), but implementation is inconsistent across schools, partial in scope, or dependent on individual initiative rather than institutionalized procedure; and (3) established/systematic, where practice is standardized, resourced, and sustained across all research sites regardless of individual staff. The levels are cumulative: normative-administrative compliance is the entry condition for the developing level, so a focus classified as developing has already met normative compliance and additionally shows documented practice that is not yet institutionalized. A focus is classified at the developing level when triangulated evidence (observation, interview, and documents) shows such documented practice in at least two of the four schools. This threshold is an analytical decision, not a statistical one: in a four-site qualitative study, two sites indicate a pattern that recurs beyond the circumstances of a single school and spans more than one cluster area, while still recognizing practice that has not spread to all sites; practice documented in only one school is treated as isolated, and practice standardized in all four schools as established. The classification is descriptive and specific to the four study sites and is not intended as a general theory or for statistical generalization. Each research focus is assigned a single classification in the Results and Discussion and Conclusion sections.

3. RESULTS AND DISCUSSION

3.1 Updating the Inclusive Learning Policy

Based on data triangulation through document studies, observations, and interviews in four Parittiga District State Elementary Schools, the actualization of inclusive learning policies has achieved normative administrative compliance, which is the entry condition for the developing level of the analytical framework, but still faces challenges at the implementation level. Normatively, all schools in the research location have responded to Permendikbudristek Number 48 of 2023 through adjustments to the Education Unit Curriculum document and the appointment of Special Supervisors. The Principal of SD Negeri 3 Parittiga explained that the preparation and modification of the curriculum is carried out with other elementary schools through the Principal Working Group forum, by bringing in accompanying

resource persons every year. As stated by the Principal of SD Negeri 14 Parittiga, Mr. Suminan, in the underlying field interview: "The Education Unit Curriculum we currently apply at our school was developed together with other elementary schools through the sub-district Principal Working Group (K3S) forum, while still taking into account the inclusivity conditions of each school. The inclusivity condition at SD Negeri 14 Parittiga is that we have students categorized as slow learners, so we modify our instructional strategy to accommodate these slow-learner children; other schools naturally have their own modifications".

However, the provision of Special Supervisors in the field is still dual duties, where classroom teachers are appointed as Special Supervisors without adequate special education backgrounds. This condition is in line with national findings that only 14.83 percent of 40,164 educational units with special needs students have a definitive Special Supervisor (Jurnas.com, 2024), and is consistent with studies showing that obstacles to collaboration between regular teachers and Special Assistant Teachers are largely caused by competency gaps and lack of technical guidance at the school level (Hasanah & Setyaningsih, 2024).

In terms of facilities and infrastructure, the results of observations at SD Negeri 3 and SD Negeri 14 Parittiga show that there is no availability of special facilities such as ramps, adapted learning aids, and inclusion rooms. Different conditions are found in SD Negeri 8 Parittiga which already has an inclusive learning room as a place for additional mentoring activities for students with special needs. This difference in readiness between schools strengthens the finding that the implementation of the inclusive education policy of the Minister of Education and Culture Number 48 of 2023 at the operational technical level is highly dependent on the capacity and initiative of each educational unit, even though compliance with national regulations is relatively uniform (Atsir Al Atsari et al., 2024).

In terms of improving teacher competence, a number of teachers have participated in inclusive education self-training through the Independent Teaching Platform, in line with the multi-level training program launched by the Ministry of Education and Culture to encourage schools to become an inclusive and protective ecosystem for the diversity of students (Kemendikbudristek, 2024). The ownership of inclusive education training certificates by a number of classroom teachers is an indicator of awareness and initial commitment to inclusivity, even though the training followed is still independent and has not been systemically structured from local governments.

Thus, the actualization of inclusive learning policies in Parittiga District Elementary Schools can be classified at the developing level where schools already have awareness and commitment to inclusivity, but still need to strengthen the technical implementation aspects especially the provision of definitive Special Supervisors, accessible facilities, and adaptive technology as well as cross-sector support from local governments through strengthening the function of the Disability Service Unit. This classification is consistent with the normative-administrative finding above: formal compliance (curriculum adjustments and Special Supervisor appointments) is present in all four schools and is the entry condition for the developing level, whereas documented practice that is not yet institutionalized places actualization at the developing level rather than the established level.

3.2 Inclusive Learning Strategies: Differentiation and Collaboration

The findings of the study show that the inclusive learning strategy in Parittiga District Elementary School has led to the implementation of student-centered adaptive learning, with two dominant strategies: differentiated learning and collaborative learning. The teacher of SD Negeri 14 Parittiga explained that the differentiation strategy is applied through the adjustment of content, processes, and learning products according to the readiness of students, while the teachers of SD Negeri 8 Parittiga emphasize the implementation of a collaborative strategy involving classroom teachers, Special Supervisors, and guardians. As the teacher of SD Negeri 8 Parittiga, Mr. Tomi, S.Pd.SD, explained: "The inclusive learning strategy I understand and apply is a collaborative and differentiated learning strategy; I recognize that students with special needs require a different instructional approach from other

students. I use a lesson plan that I have modified according to each student's profile, provide alternative assignments, and involve parents in supporting their child's learning process at home".

The application of this differentiation strategy is consistent with the findings that an inclusive learning model integrated with differentiated learning effectively increases the learning participation of students with special needs in elementary schools (Iryani et al., 2023), and is in line with studies that affirm that content, process, and product differentiation are the three main aspects of the implementation of learning responsive to student diversity (Malik, 2024). Classroom observations at SD Negeri 15 and SD Negeri 3 Parittiga also show that teachers provide alternative assignments and learning media according to students' learning profiles, even though product differentiation is still in its early stages.

In the aspect of collaborative strategies, the findings of the study show the application of peer tutoring strategies as a form of collaborative learning in the classroom. This is in line with studies that show that peer tutoring facilitated by Special Tutors is effective in building social interaction of students with special needs in inclusive elementary schools (Fitria & Handayani, 2023) and is consistent with the findings that a differentiation-based cooperative and collaborative approach increases the involvement of regular and special needs students together (Ervilia & Fauzi, 2024).

The parents of class 3A students of SD Negeri 8 Parittiga also confirmed that the school actively involves parents in the learning process of children with special needs, for example through regular meetings to discuss the learning development of children. As one parent, Ms. Sundari, whose child is in grade 3A at SD Negeri 8 Parittiga, recalled: "At the beginning of last semester I was invited by my child's classroom teacher to answer some questions about my child's condition, which is indeed different from his classmates; the school asked us to provide learning support at home so that our child could develop optimally". The involvement of these parents strengthens the principle of collaborative learning that not only involves internal elements of the school, but also partnerships with families as part of the inclusive education support ecosystem, as emphasized in the effective inclusive classroom management strategy (Nabila, 2024).

However, the implementation of this differentiation and collaborative strategy is still partial and has not been carried out systematically. The main obstacles include time constraints, administrative burden of teachers, uneven teacher competence, and lack of technical guidance from local governments. Similar challenges were reported in a study on the obstacles to collaboration between regular teachers and Special Assistant Teachers in the implementation of an adaptive curriculum, which highlights the importance of synchronization of schedules and clear roles between the two parties (Hasanah & Setyaningsih, 2024), the inclusive learning strategy in Parittiga District can be classified at the developing level, the same level as policy actualization, since differentiated and collaborative practices are documented in more than one school (SD Negeri 14, 8, 15, and 3) but have not been institutionalized, and the foundations formed require continuous strengthening to move toward a more systematic level.

3.3 Inclusive Learning Evaluation

Based on data triangulation, the evaluation of inclusive learning at Parittiga District Elementary School has led to the application of assessment principles that are fair, flexible, and oriented to individual student development. Grade 2A teacher of SD Negeri 15 Parittiga, Mrs. Ria Ariani, S.Pd.SD, explained that children with special needs are evaluated using oral or practical tests because they are considered more representative than conventional written tests. As explained by Ms. Ria Ariani, S.Pd.SD, the grade 2A teacher at SD Negeri 15 Parittiga: "For children with special needs at our school, we use oral or practical tests, because we feel it would be unfair to give them the same long written test as other students. However, for certain material, we offer alternative assessment products, such as drawing, building a simple model, or a skills demonstration, as a substitute for written assignments". This shift from uniform assessment to tailored assessment is consistent with the finding that learning outcome

assessment for children with special needs needs needs to take into account the individual characteristics and needs of students to be meaningful and valid (Wulandari et al., 2024)

In the aspect of assessment instruments, a document study at SD Negeri 3 Parittiga shows that the school has implemented modified assessment standards according to the results of students' functional assessments. This practice is in line with the importance of diagnostic assessments as the basis for the preparation of responsive educational programs for children with special needs, because the results of the assessment are the main reference in determining the appropriate form of evaluation accommodation (Firdausy & Tantiani, 2025). The report document on the results of the assessment at SD Negeri 15 Parittiga also shows that teachers have provided qualitative descriptions of student learning development, not just academic achievement figures.

Nevertheless, the evaluation of inclusive learning in Parittiga District still faces the challenge of inconsistency in the design of assessment instruments between schools. Some schools have implemented systematic modifications of the form and timing of assessments, while others still implement them on an ad hoc basis depending on the initiative of their respective teachers. This condition reinforces the finding that the success of assistance in the preparation of Individual Learning Programs including its evaluation components is highly dependent on the availability of continuous training and technical assistance for teachers (Munfarikhatin & Natsir, 2023).

Overall, the evaluation of inclusive learning at Parittiga District Elementary School shows that there is a real effort to respect the diversity of students' abilities and ensure fairness in assessment. Evaluation is no longer understood as a selection tool, but rather as a means to understand student learning development and design more targeted learning follow ups, although strengthening teachers' capacity in designing systematic and consistent alternative evaluation instruments is still needed in the future. Applying the same criteria, evaluation practice is also classified at the developing level: modified and individualized assessment is documented in more than one school (SD Negeri 3 and SD Negeri 15), but instrument design remains inconsistent across schools and partly depends on teacher initiative, so it has not yet reached the established level.

4. CONCLUSION

This study concludes three main findings. First, the actualization of the inclusive learning policy at Parittiga District Elementary Schools has achieved normative-administrative compliance, characterized by adjustments to curriculum documents, the appointment of Special Supervisors, and efforts to improve teacher competence in response to Permendikbudristek Number 48 of 2023, but it has not been optimally implemented at a practical level due to limited access facilities, lack of adaptive technology, and inadequate human resources with special education backgrounds, so that, using the three-level framework established in the Method, actualization is classified at the developing level: normative compliance is met, but practice is not yet institutionalized.

Second, the inclusive learning strategy at Parittiga District Elementary School has led to the implementation of student-centered adaptive learning, by integrating the principles of differentiated learning (through content adaptation, processes, and products) and collaborative learning (through partnerships with teachers, Special Supervisors, guardians, and peer tutor strategies). The implementation of this strategy is still partial due to time constraints, administrative burdens, uneven teacher competencies, and the lack of technical guidance and regional policy support, so that it is likewise classified at the developing level.

Third, the evaluation of inclusive learning in Parittiga District Elementary School has shown a shift from uniform conventional assessment to a more equitable, flexible, and development-oriented assessment of students, through modification of the form and time of assessment and the use of development-based assessments. However, this implementation is still partial and inconsistent between schools, especially due to the limited competence of teachers in designing systematic alternative

evaluation instruments and the lack of uniform technical guidance at the sub-district level. Evaluation practice is therefore also classified at the developing level.

Based on these conclusions, and specifically to the disparities directly observed across the four study sites the absence of accessible facilities at SD Negeri 3 and SD Negeri 14 Parittiga contrasted with the inclusive learning room already available at SD Negeri 8 Parittiga, and the uneven, teacher-initiative-dependent assessment practices noted across all four schools, this study offers the following recommendations, which are limited to the evidence from the four study sites and should be applied to other contexts with caution. Local governments, especially the West Bangka Regency Education, Youth, and Sports Office, need to strengthen policy and budget support for inclusive education through the provision of accessible facilities, the procurement of adaptive technology, and the establishment and strengthening of the function of Disability Service Units, accompanied by continuous supervision and evaluation of the implementation of Permendikbudristek Number 48 of 2023. Education units are expected to strengthen learning planning based on functional and diagnostic assessments, build a collaborative culture between educators, and optimize the role of Special Supervisors as professional partners of classroom teachers in co-teaching and differentiated learning. Teachers are expected to continue to improve pedagogic competence through continuous training, while further research is suggested to examine more deeply the effectiveness of the implementation of Disability Service Units and the long-term impact of inclusive learning strategies on the academic and social development of students with disabilities.

AI USAGE STATEMENT

No AI tools were used in the preparation of this manuscript.

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