

Inclusive education management: A case study on planning and organizing at Syuhada Mosque primary school

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ABSTRACT

Purpose – Inclusive education is a form of equitable education that seeks to provide equal educational opportunities and services for all pupils. The successful implementation of inclusive education is influenced by various aspects of school management, including planning and organizing. This study aims to describe the planning and organizing of inclusive education at Masjid Syuhada Primary School.

Method – This study employed a qualitative approach with a case study design. The research was conducted at Masjid Syuhada Primary School, which implements inclusive education. Five participants were involved in the study, comprising the headteacher, teachers, and school staff who are involved in the management of inclusive education at the school. Data were collected through in-depth interviews and analyzed using thematic analysis, involving a process of coding, categorization, and theme development based on the approach proposed by Braun and Clarke.

Findings – The thematic analysis identified two main themes: (1) assessment- and pupil-needs-based planning for inclusive education, and (2) organizing inclusive education through collaboration and role-sharing. In addition to these two main themes, an inclusive school culture emerged as a cross-cutting theme. The findings indicate that the management of inclusive education is implemented through planning based on assessment results and pupils' needs, as well as organization supported by multi-stakeholder collaboration and a structured division of roles. An inclusive school culture serves as a key reinforcing factor underpinning the overall implementation process.

Keywords: Inclusive education, planning, organization, management, case study.

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INTRODUCTION

Inclusive education is a form of equitable education that seeks to provide equal educational services for all pupils. Inclusive education in Indonesia has received increasing attention, particularly at primary school level, which has sparked an ongoing dialogue regarding effective practices and systemic challenges (Syafiulia & Maadad, 2026). Inclusive education is a key issue in Indonesia, particularly given the still high number of children with special educational needs (Hidayat et al., 2024), and the proportion continues to rise worldwide (López Gómez et al., 2025), and the proportion continues to rise worldwide (López Gómez et al., 2025). All countries have committed to achieving universal primary and secondary education through the Sustainable Development Goals (SDGs) (Moriyasu et

al., 2025). Inclusive education is a tangible manifestation of efforts to humanise individuals within the learning ecosystem (Hakim & Siswanto, 2026).

Ideally, inclusive education ensures that every learner, without exception, receives equal educational services through systematic planning, structured organisation, and adequate resource support in accordance with the principles of effective educational management. Good management is essential to support the realisation of the goals of inclusive education. Findings indicate that headteachers must consider various factors to create inclusive schools and must utilise a range of practices amidst resistance and challenges to meaningful change (DeMatthews et al., 2021). The success of inclusive schools depends heavily on integrative management and transformational leadership. (Hakim & Siswanto, 2026). Schools must prepare themselves by implementing innovations and good management so that all pupils can participate in learning comfortably and effectively (Wiliyanto, 2022). To meet pupils' needs and provide them with an appropriate education, schools strive to identify new approaches and strategies (Sakiz, 2018). There are a number of indicators that educational institutions managing inclusive education must pay attention to, namely institutional indicators, curriculum and learning, staff, student affairs, facilities and infrastructure, and funding (Robiyansah et al., 2020). Effective educational leadership by school management leads to improved outcomes in inclusive education (Hallinger 2003) (Sakiz, 2018).

The implementation of education in practice still faces various challenges, such as limited resources, sub-optimal coordination among practitioners, and inclusion programme planning that is not yet fully integrated into school management. Significant global disparities still exist in access to and educational attainment, and inequalities persist across various areas, including disability (Moriyasu et al., 2025).). The reality faced by inclusive schools in their management and implementation remains unsatisfactory. The findings indicate that the management of inclusive schools remains unsatisfactory, as evidenced by a lack of facilities and accessibility for children with special needs, special needs teachers, and teaching assistants. This will inevitably affect the quality of education, the learning process, and the assessments carried out; consequently, certain stages will also impact the outcomes and achievements of pupils with special needs (Hafizh et al., 2020).

Syuhada Mosque Primary School in Yogyakarta is a private primary school that has implemented inclusive education, although it has not yet declared itself an inclusive school. The findings reveal a striking contrast between the practices of inclusive education in private and state institutions. Private schools, empowered by greater autonomy and resources, employ more diverse and adaptive inclusion strategies. Conversely, state schools are heavily reliant on central government support, highlighting the need for greater flexibility and targeted support (Syafiulia & Maadad, 2026). These research findings make it interesting to explore how the Syuhada Mosque School in Yogyakarta, as a private school, implements inclusive education.

Research on inclusive education has extensively addressed aspects of implementation, policy, and schools' readiness to provide services for pupils with special

educational needs. Research aims to explore the current conditions, issues and needs in the implementation of inclusive education, to test the best models for implementing inclusive education, and to investigate the effectiveness of inclusive education models (Robiyansah et al., 2020). Specifically within the field of management studies, research conducted in Indonesia has examined the organisation of inclusive education provision for pupils with disabilities and special educational needs in mainstream schools (Kinsella, 2020), a study aimed at understanding how inclusive education is implemented in primary schools through school management in (Rahma, 2023), the planning and management of facilities and infrastructure for inclusive schools in Surabaya's primary schools (Ayibah, 2011), the management of inclusive education in primary schools in Hulu Sungai Tengah District (Lestari et al., 2022), Banda Aceh City (Wati, 2014), and the development of inclusive education management at SDN Bengkulu (Sulasmi & Akrim, 2020). Research from other countries has also been identified, including a case study examining the provision of education for pupils with disabilities and additional learning needs in Papua New Guinea (Le Fanu et al., 2025), an evaluation of disability and social inclusion policies within the Colombian education system (López Gómez et al., 2025), an investigation into the relationship between teacher leadership and classroom management practices in special education in Malaysia (Ngang & Abdullah, 2015), and how school leaders conceptualise equity and inclusion. The empirical focus of this research is a group of state school headteachers in Portugal (Neves et al., 2023).

Most studies still focus on a general overview of the implementation of inclusion, whilst studies specifically examining planning and organisation as functions of educational management at school level remain relatively limited. Whilst some research adopts a general qualitative approach, others employ a quantitative approach. This gap highlights the need for case studies that can explore managerial practices in schools in greater detail and within their specific context. Unlike most previous studies, which employed a case study or descriptive approach to the implementation of inclusive education, this study utilises thematic analysis. The aim of this study is to explore specific themes relating to the planning and organisation of inclusive education. It is hoped that this study will provide an overview of the planning and organisation of inclusive education and serve as a basis for schools to improve the quality of their delivery of inclusive education.

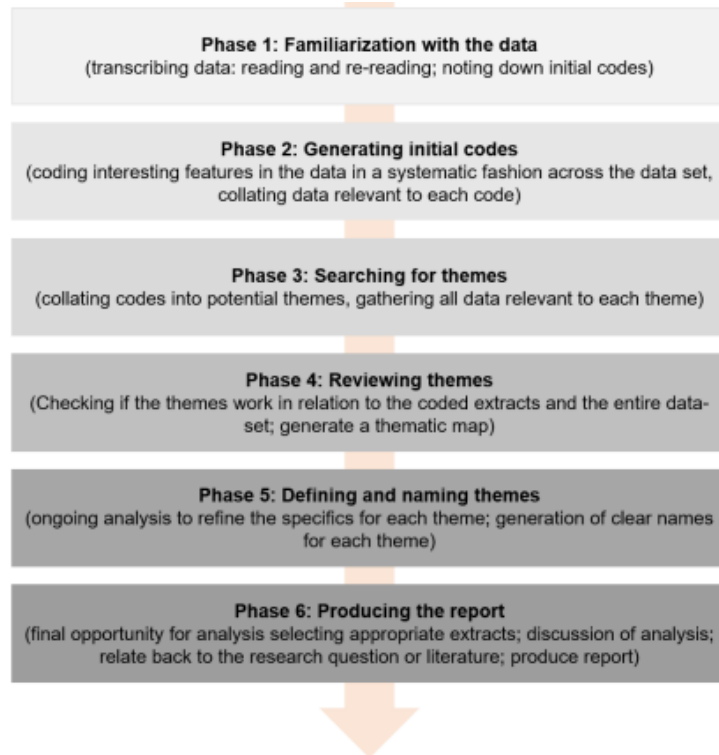
METHOD

The research employed a qualitative approach using a case study design. The research was conducted at *Masjid Syuhada* Primary School in Yogyakarta, a school implementing inclusive education. There were five participants in the study, comprising the headteacher, teachers and school staff involved in the management of inclusive education at *Masjid Syuhada* Primary School. Data were collected through in-depth interviews conducted in May 2026. The validity of the data was reinforced through repeated reading, systematic thematic analysis, and the presentation of direct quotations supporting each identified theme. Source triangulation was carried out by comparing information obtained from several research participants. The data were analysed using thematic analysis through

the processes of coding, categorisation and theme development as outlined by Braun dan Clarke."

Figure 1.

Stages of Braun and Clarke's Thematic Analysis (Braun & Clarke, 2012; Lee et al., 2024)



RESULT AND DISCUSSION

Based on the thematic analysis conducted, two main themes emerged, namely: 1) Assessment- and Learner-Needs-Based Planning for Inclusive Education, and 2) Organizing Inclusive Education through Collaboration and Role-Sharing. These two main themes are composed of several sub-themes, which are discussed in the following paragraphs. In addition to these two main themes, the theme of inclusive school culture emerged as a cross-cutting theme as it was mentioned repeatedly by the majority of informants

Assessment- and Learner-Needs-Based Planning for Inclusive Education

This theme demonstrates that the entire process of inclusive education planning begins with the identification of pupils' needs and is followed by the planning of resources, curriculum, facilities and infrastructure, as well as professional support.

Identification of pupils' needs as the basis for planning

Research findings indicate that the identification of pupils' needs forms the basis for inclusive education planning in schools. This process is carried out through initial assessments, psychological tests, observations, and the collection of information from parents to gain an understanding of pupils' needs and characteristics. The headteacher explained that *"Inclusive education is planned through a process of identifying pupils'*

needs by means of an initial assessment of their learning requirements." In addition, the school also conducts psychological tests for new pupils in collaboration with a psychology organization. The headteacher stated, *"For new Year 1 pupils, we conduct a learning readiness psychological test in collaboration with a psychology organization."*

The results of these psychological tests are then used as the basis for mapping students' needs. Ms Mur explained, *"We received the results of the psychological tests, and we mapped out the pupils' needs."* Information regarding the pupils' circumstances was also obtained from parents, as stated: *"We also received information from parents regarding the growth and development of their children."* Furthermore, the results of the assessments and observations were communicated to the relevant parties to support the follow-up services provided. Ms Mah stated, *"The school receives the observation results, then communicates these to the parents of the pupils concerned and to their class teachers."*

These findings indicate that inclusive education planning in schools is carried out based on a comprehensive identification of pupils' needs. Identification is a process of recognizing the diversity of pupils, whilst assessment is a comprehensive process for systematically and thoroughly exploring issues to identify problems, barriers, strengths and individual needs (Arriani et al., 2021). This practice is in line with the principles of inclusive education, which emphasize the importance of initial assessment as the basis for developing services and support tailored to the needs of each pupil (Ainscow, 2020). Research in Turkey concluded that, based on document analysis, IQ tests are the most reliable tool for identifying learning difficulties (Sakiz, 2018).

Planning for the development of teachers' competencies

The research findings indicate that the development of teachers' competencies is a crucial component of inclusive education planning. Schools view teachers as the key actors determining the success of inclusive services; consequently, they must be prepared through various capacity-building programmes. The headteacher stated that the school *"prepares its human resources, particularly teachers, by conducting training related to inclusive learning"* and emphasised that *"teachers play a major role in the success of this programme."* This finding is supported by Ms Mah, who explained that *"teachers are provided with training on differentiated learning."* Nevertheless, Ms Et noted that *"there is still a need to improve teachers' competencies regarding inclusive education."*

The research findings are consistent with the assertion that inclusive education planning in schools does not focus solely on pupils, but also encompasses systematic efforts to enhance teachers' competencies so that they are able to provide learning support tailored to the diverse needs of pupils (Florian & Beaton, 2018). One of the main challenges faced in the implementation of inclusive education is a lack of understanding and skills among teachers in teaching pupils with special educational needs (Anggreani et al., 2024). Teachers are individuals who exert a significant influence on the achievement of educational objectives. Given the various tasks and roles of teachers, it is hoped that they will be able to set a good example for children with special needs and also guide them in accordance with their potential and talents (Agustin, 2019). The concept of an inclusive

teacher should not be understood as a 'regular teacher assigned additional duties', but rather as an educational professional with a new pedagogical paradigm that views differences as a resource for learning (Agustin, 2019). The concept of an inclusive teacher should not be understood as a 'regular teacher assigned additional duties', but rather as an educational professional with a new pedagogical paradigm that views differences as a resource for learning (Hakim & Siswanto, 2026). Similar research findings indicate that headteachers' programmers for implementing inclusive education are carried out through the provision of training to teachers (Wati, 2014). The aspects that schools must provide to run an inclusive school are physical and physiological characteristics. Teachers and staff are components of physical characteristics that must be considered. To address teachers' lack of understanding and skills, continuous professional development and training are essential. Training programmers specifically designed for teachers in inclusive schools can help them understand the needs of pupils with special educational needs and develop the skills required to teach them (Anggreani et al., 2024)

Adaptive curriculum and learning planning

Research findings indicate that curriculum planning in inclusive education is carried out flexibly, adapting to the needs, abilities and characteristics of the pupils. The headteacher explained that the school *"prepares an inclusive curriculum using flexible methods tailored to the children's needs."* The implementation of this planning is evident in the classroom learning process, where teachers make various adjustments to the content, methods and assessment. Ms Mur stated that *"during lessons, there are modifications to the content, methods and assessments,"* adding that *"we are more flexible for children with special needs."* Curriculum adjustments are also made to activities outside classroom learning."

One of the components in the implementation of inclusive education is the existence of a flexible curriculum or one adapted to the needs of students with special needs, as their challenges and abilities vary (Agustin, 2019). The research findings indicate that the management of inclusive education at SD Negeri 2 Barabai, Hulu Sungai Tengah Regency, was examined from the perspective of curriculum management (Lestari et al., 2022). These findings indicate that curriculum and learning planning are not devised uniformly for all pupils, but are designed adaptively through differentiated learning, modifications to content, methods and assessment, so that every pupil can learn in accordance with their needs and potential. Differences in ability, background and learning needs are not obstacles, but rather realities that must be systematically accommodated within the school curriculum (Hakim & Siswanto, 2026). Schools providing inclusive education can offer appropriate accommodation services in line with pupils' characteristics and special needs by implementing a curriculum model based on duplication and modification (Arriani et al., 2021)

Planning for Resource and Infrastructure Support

Research findings indicate that the planning of facilities and infrastructure in inclusive education is carried out based on pupils' needs and takes accessibility into account. The headteacher explained that the school carries out *"the preparation of facilities and*

infrastructure, as well as learning resources" as part of its inclusion programmer planning. Ms Nif emphasized that the provision of facilities is based on identified needs, stating, *"we rely heavily on data and proposals,"* so that the school can provide appropriate support, such as *"procuring speakers to assist these pupils."* Nevertheless, there are still challenges regarding the physical accessibility of the school. Ms Mur revealed that *"the challenge lies with the facilities, as this is a multi-storey school."* This finding indicates that infrastructure planning has been directed towards supporting the individual needs of pupils, although more accessible facilities are still required to support the optimal delivery of inclusive education.

A key component in the delivery of inclusive education is the accessibility of facilities and infrastructure, so that they can be easily used by both mainstream pupils and those with special educational needs (Agustin, 2019). One study highlights that the obstacles to inclusive education programmers include funding, inadequate facilities and infrastructure, and a shortage of specialist support teachers (Wati, 2014). One study highlights that the obstacles to inclusive education programmers include funding, inadequate facilities and infrastructure, and a shortage of specialist support teachers (Anggreani et al., 2024)

Organising Inclusive Education Through Collaboration and the Division of Roles

This theme describes how schools organize human resources, build cooperation, and manage coordination processes to support inclusive education

Organisational Structure and Division of Tasks

Research findings indicate that the organization of inclusive education in schools is implemented through the establishment of a clear organizational structure and a targeted division of tasks. The headteacher delegates authority to the curriculum team to manage the inclusion programmer, as stated by Ms Mah: *"The headteacher delegates authority to the school's curriculum team to design the inclusion programmer."* In terms of optimizing the management of inclusive education, the role of the headteacher as the highest decision-maker within an institution significantly influences the direction and objectives the institution aims to achieve (Ikramullah & Sirojuddin, 2020). This aligns with the explanation that, during the planning stage, transformational leaders encourage the curriculum team to conduct an in-depth assessment of each pupil's learning readiness, interests and learning styles (Hakim & Siswanto, 2026). The curriculum team then draws up programmer plans and allocates tasks to team members, as explained by Ms Mah: *"the curriculum team draws up its programmer plans and allocates tasks to team members,"* supported by formal policy through *"the headteacher issuing an official decree for the team."* In practice, the headteacher continues to exercise oversight, stating that *"the planning and implementation of the programmer are under the supervision of the school's curriculum team,"* whilst ensuring the availability of resources such as *"our school also has a dedicated support teacher."* Ms Et also emphasized that *"we establish the team and define their roles and responsibilities,"* which demonstrates a division of labour in the implementation of the inclusive programmer. These findings indicate that the organization of inclusive education is carried out through a structural system involving the headteacher, the curriculum team, class teachers and special support teachers in a coordinated and

focused manner. A clear organizational structure and an effective division of roles are key factors in supporting the implementation of inclusive education in schools.

Cross-Stakeholder Collaboration as an Organizational Strategy

The research findings indicate that the organization of inclusive education involves not only internal school elements but also the establishment of collaboration with various external parties as part of the programmer's implementation strategy. The headteacher emphasized the importance of external involvement by stating that *"it is necessary to involve third parties, in this case psychological institutions."* Ms Mah further explained the nature of this collaboration, which encompasses various services, namely *"cooperation covering psychological testing of pupils, and psychological support for pupils, teachers, staff and parents."* Furthermore, collaboration is also strengthened through parental involvement in monitoring pupils' development. Ms Et noted that *"communication with parents is also necessary so that pupils' development can be monitored,"* and this was supported by Ms Mur, who stated that,

"parents are very open in an inclusive system, special needs teachers, mainstream teachers and other educational staff work together and collaborate to meet pupils' needs, supporting the learning and participation of all pupils."

Inclusive education has undergone a fundamental shift in which parents are recognised as key epistemological stakeholders and irreplaceable strategic partners (Hakim & Siswanto, 2026). The delivery of inclusive education also involves cooperation between schools and parents, who in this context are the family (Hidayat et al., 2024). Collaborative leadership serves as the foundation for creating a learning environment that is welcoming, equitable, and supportive of the development of all learners' potential (Nurcahaya et al., 2023). These findings indicate that the organization of inclusive education is carried out through collaborative networks involving schools, parents, and professional bodies such as psychologists to support more comprehensive services. This multi-stakeholder collaboration is a key element in ensuring that learners' needs can be identified, addressed and monitored on an ongoing basis.

Communication and Coordination in Programme Implementation

The research findings indicate that communication and coordination are the primary mechanisms supporting the implementation of inclusive education in schools. Ms Et highlighted the need for more intensive communication with external parties, stating that *"we would like to have face-to-face communication with the trainers."* Furthermore, communication also takes place via digital media, as indicated by the statement that *"we have set up a dedicated group."* Regarding internal coordination, the headteacher explained that *"the school's curriculum team will report on the implementation to the headteacher,"* which indicates the existence of a reporting chain within the organisational structure. Meanwhile, the curriculum team also ensures that the results of the programme's implementation are communicated to relevant parties; Ms Mah stated that *"the school communicates these results to the pupils' parents and their class teachers."* These findings indicate that communication in the organisation of inclusive education

takes place both formally and informally, whether through structural reporting or digital communication channels such as messaging groups. Effective communication between the headteacher, class teachers, special needs teachers and the community will have a positive impact on the governance of inclusive education (Ikramullah & Sirojuddin, 2020)

Challenges in the Organisation of Inclusive Education

The research findings indicate that the organisation of inclusive education in schools still faces various challenges in terms of human resources, facilities, and the implementation and documentation of programmes. The headteacher highlighted the shortage of support staff, stating that “there are special needs support teachers, but their numbers remain limited.” A similar situation is described by the fact that the main issue frequently highlighted by teaching staff is the lack of Classroom Support Teachers (Hidayat et al., 2024). This situation impacts the implementation of programmes on the ground, as expressed Ms Nif:

“The planning is good, but the programme’s execution sometimes falls short.” Furthermore, Ms Et also highlighted weaknesses in the areas of evaluation and documentation, stating that “we are weak in terms of evaluation and documentation.”

Meanwhile, Ms Mur emphasised that one of the main obstacles faced is a lack of facilities, namely “the obstacle is facilities”. A study describes the constraints of the inclusive education programme as funding, inadequate facilities and infrastructure, and a shortage of special needs support teachers (Wati, 2014). The research findings suggest that the problems in the implementation of inclusive education at state primary schools in Tuban Regency relate to the teaching staff—comprising class teachers and special needs support teachers (GPK)—pupils, school management, the curriculum, the learning process, collaboration, and a lack of facilities and infrastructure to support the implementation of inclusive schooling. Other research findings indicate that there are still many challenges in the implementation of inclusive education in primary schools, including a lack of supporting facilities (Hidayat et al., 2024). These findings suggest that although schools have reasonably sound organisational structures and programme planning, the implementation of inclusive education remains sub-optimal due to a shortage of special needs support teachers, inadequate facilities and infrastructure, and a weak evaluation and documentation system.

The research findings indicate that inclusive school culture serves as a vital foundation underpinning the implementation of inclusive educational management functions, both in terms of planning and organization. The values of acceptance, non-discrimination, humanism and respect for diversity are strongly evident in the school’s day-to-day practices. The headteacher emphasized that this culture is embodied through the attitude of ‘adopting a humanistic approach without discrimination in a diverse environment’. This was reinforced by Ms Et, who stated that ‘there is no discrimination. An inclusive pedagogical approach is a pedagogical response to individual differences amongst pupils that avoids marginalisation (Florian & Beaton, 2018). From the perspective of pupils with special educational needs, Ms Mur emphasized an attitude of acceptance by

saying that “whatever the child is like, we must accept them.” Meanwhile, the curriculum team emphasized the positive dimensions of diversity through Ms Mah’s statement that “differences are not a barrier, but a source of richness.” These findings indicate that an inclusive culture forms the foundation for managerial decision-making that integrates various school management functions, ensuring that educational policies and practices are implemented fairly, responsively, and in a manner that values the diversity of pupils. A school culture that is responsive to diversity is one of the key elements in creating an educational environment that is conducive for the entire school community (Nurcahaya et al., 2023)

CONCLUSION

Based on the thematic analysis conducted, two main themes emerged: 1) Inclusive Education Planning Based on Assessment and Learners’ Needs, and 2) Organising Inclusive Education Through Collaboration and Role-Sharing. In addition to these two main themes, the theme of an inclusive school culture emerged as a cross-cutting theme. The research findings indicate that the management of inclusive education in schools is carried out through planning based on assessment and pupils’ needs, as well as organisation supported by multi-stakeholder collaboration and a structured division of roles, with an inclusive school culture serving as the primary reinforcing factor underpinning the entire implementation process. The implications of this research suggest that the success of inclusive education management requires the integration of planning based on pupils’ needs, collaboration, and the strengthening of an inclusive school culture. These findings can serve as a basis for schools and policymakers in developing systems, guidelines, and capacity-building programmes to support the effective and sustainable implementation of inclusive education.

DECLARATIONS

Author Contribution

Hasanawati, D: Conceptualization, Methodology, Investigation, Formal analysis, Writing - Original Draft, Writing - Review & Editing. **Masjid, A.A:** Conceptualization, Methodology, Formal analysis, Writing - Review & Editing. **Djufri, E:** Conceptualization, Methodology, Formal analysis, Writing - Review & Editing. **Andini, D.W:** Conceptualization, Methodology, Formal analysis, Writing - Review & Editing..

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Conflict of Interest

The authors declare no conflict of interest.

Declaration of AI Use

We utilized AI throughout the creation of this work. We used ChatGPT solely for discussions regarding supporting citations; whenever we encountered such citations, we followed up by tracing them back to the primary sources.

Additional Information

Not applicable.

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