

Transforming Inclusive Teacher Development Through Local Wisdom-Based Community of Practice Toward SDGs 2030

Gayla Ligar Padantya¹, Zakiya Binte Mohamad Rafie², Novian Faqih³

^{1,2,3} Universitas Islam Negeri Kiai Ageng Muhammad Besari Ponorogo, Indonesia

ARTICLE INFO	ABSTRACT
Keywords: community of practice; inclusive education; local wisdom; teacher development; transformative learning	This study examines the paradigmatic failure of Indonesia's Platform Merdeka Mengajar (PMM) in developing inclusive teachers and designs a culturally framework. Employing systematic literature review with a qualitative-interpretive approach, it proceeds through critical policy analysis, theory synthesis, comparative analysis, and translation into operational design. The design based on Community of Practice and Community Based Participatory because professional growth is most effective when built collaboratively and local wisdom because culturally-based solutions are more sustainably adopted. Rooted in these theories, this study produces ORWELL (Orbit of Reflective Wisdom for Educator Learning with Local & Inclusive Practice), a teacher development framework operating through Learning Circles for peer-led reflection, Reflective Practice Modules to dismantle pedagogical assumptions, Peer Learning Networks to spread inclusive innovation, and Local Wisdom Integration that operationalizes <i>gotong royong</i>, <i>tepa selira</i>, and <i>musyawarah</i> as core pedagogical instruments. Validated against models from Turkey and the United States, ORWELL shifts teacher development from transmissive to reflective-transformative, from individual to collective, and from generic to culturally contextual, advancing inclusive education toward SDGs 2030.
Corresponding Author. Gayla Ligar Padantya Email: ligarligar304@gmail.com	

INTRODUCTION

Indonesia has committed to inclusive education through Permendikbud No. 70/2009 and the Sustainable Development Goals (SDGs) 2030, which mandate equitable educational access for persons with disabilities¹. Despite this regulatory foundation, available data exposes a substantial gap between these commitments and real-life practice, only 28.2% of Indonesian schools meet the inclusive readiness, merely 18.95% of children with special needs are enrolled in formal schooling, and roughly 140,000 individuals with disabilities between the ages of 7 and 18 remain entirely outside the education system². These figures reflect the continued dominance of a medical model of disability, which frames exclusion as an individual deficiency rather than a structural concern. The government's principal response to this problem, Platform Merdeka Mengajar (PMM), has itself failed to build inclusive teaching competence: monitoring data from 2021 to 2024 show that 70% of teachers in West Java were unable to grasp the platform's inclusive education content, and 2,800 repeated post-test attempts produced no measurable gains in understanding³. This failure traces to three substantial gaps, an epistemic gap, in which no space exists for critical reflection, a pedagogical gap, in which there is no mechanism for translating knowledge into transformed practice, and an ecosystemic gap, in which structured collaborative communities are entirely absent. Thus, leaving PMM well short of the collaborative, contextual, and transformative standards for teacher professional development prescribed by UNESCO⁴. This twin reality, persistent educational exclusion despite two decades of policy commitment, and the failure of the state's own flagship remediation program, constitutes the real-world problem this study addresses.

Explaining why PMM fails despite institutional investment requires a theoretical lens capable of accounting for how teacher learning translate into transformed practice. This study draws on three theories as its analytical framework, Transformative Learning Theory, which reframes teachers as active, critically reflective agents rather than passive recipients of content, Community of Practice and Community-Based Participatory Research (CBPR),

¹ Mulyadi, *Policy of Inclusive Education for Education for All in Indonesia*.

² Center For Inclusive Policy, Inclusion Advisory Group, and CBM Global, *Perlindungan Sosial Inklusif Bagi Penyandang Disabilitas Di Indonesia: Tinjauan Cepat*; Kriswanto, Suyatno, and Sukirman, "Penyelenggaraan Pendidikan Inklusif di Sekolah Dasar"; UNICEF, *Anak Dengan Disabilitas Dan Pendidikan*.

³ Alimuddin, "Implementasi Kurikulum Merdeka Di Sekolah Dasar"; Anggraini and Winarti, "Problematika Penggunaan Platform Merdeka Mengajar (PMM) Pada Daerah Tanpa Jaringan Listrik (Studi di SMPN Satu Atap 2 Mentaya Hulu)"; Susanti, Fadriati, and B.S, "Problematika Implementasi Kurikulum Merdeka Di SMP Negeri 5 Padang Panjang."

⁴ UNESCO, *Reimagining Our Futures Together*.

which reconceive professional competency as socially embedded and collaboratively constructed, and Freire's Critical Pedagogy, which insists on critical dialogue as an indispensable condition for professional transformation, together directly contesting the transmissive logic that defines PMM⁵. These theoretical foundations are rooted in the Indonesian context through local wisdom traditions such as *gotong royong*, *tepa selira*, and *musyawarah*, whose presence is considered essential if a professional development model is to achieve genuine legitimacy and broad adoption⁶.

Existing research confirm that digital and individually oriented professional development consistently fails to produce meaningful paradigm shifts in inclusive teaching⁷, while internationally, community-based alternatives show considerably more promise, Hunuk's study documented strong outcomes from professional learning communities in Turkey, and Echelberger and colleagues reported significant improvements through the Study Circle Model in the United States⁸. Across this body of work the same pattern recurs, collaborative, peer-based, and reflective models succeed where transmissive, centralized platforms such as PMM do not.

Nevertheless, three gaps remain unaddressed in this literature. First, no existing framework simultaneously integrates epistemic, pedagogical, and cultural dimensions into one coherent system suited to the Indonesian context. Second, local wisdom constructs such as *gotong royong*, *tepa selira*, and *musyawarah* have not previously been formalized as operational pedagogical instruments within a Community of Practice structure. Third, no study has cross-validated such an integrated model against international Community-of-Practice precedents for the Indonesian setting. Addressing those gaps, this study synthesizing Transformative Learning Theory, Community of Practice, critical pedagogy, and Indonesian local wisdom into a single, unified framework, an absent combination in prior Indonesian

⁵ Freire, *Education for Critical Consciousness*; Wenger et al., *Communities of Practice within and across Organizations*; Mezirow, "Transformative Learning"; Israel, amy, and barbara, "Community-Based Participatory Research."

⁶ Idris, Muqowim, and Fauzi, "Kurikulum Merdeka Perspektif Pemikiran Pendidikan Ki Hajar Dewantara."

⁷ Anggraini and Winarti, "Problematika Penggunaan Platform Merdeka Mengajar (PMM) Pada Daerah Tanpa Jaringan Listrik (Studi di SMPN Satu Atap 2 Mentaya Hulu)"; Labudasari et al., "Empowering learning communities to enhance assessment utilization on merdeka curriculum's PMM platform."

⁸ Echelberger, McCurdy, and Parrish, "Using a Study Circle Model to Improve Teacher Confidence and Proficiency in Delivering Pronunciation Instruction in the Classroom"; Hunuk, Tannehill, and Levent Ince, "Interaction Patterns of Physical Education Teachers in a Professional Learning Community."

scholarship, and one that repositions local wisdom from decorative context to a formal pedagogical instrument.

Theoretically, the study's contribution lies in extending and synthesizing these traditions into a new middle-range framework, with transferability tested through cross-contextual comparison against international Community of Practice models. Practically, it offers policymakers, regional education offices, and teacher training institutions a nationally scalable three-phase blueprint, and contributes to the global pursuit of SDG 4 by showing that genuine inclusive education reform demands a reconstitution of the epistemological foundations of teacher professional development.

Accordingly, this study aims to identify the structural and paradigmatic root causes of PMM's failure as national inclusive teacher development policy, and to design a framework rooted in Indonesian local wisdom as an alternative. These aims translate into two questions that structure the analysis: (1) Why does Platform Merdeka Mengajar (PMM) continue to fall short in developing inclusive teachers in Indonesia? (2) How can a framework for inclusive teacher development be designed by integrating Transformative Learning Theory, Community of Practice, critical pedagogy, and Indonesian local wisdom?

RESEARCH METHOD

Research Design

The fundamental and systemic nature of PMM's failure calls for a research design capable of both critical diagnosis and constructive framework-building. This study therefore adopts a Systematic Literature Review (SLR) guided by a qualitative-interpretive epistemology and operationalized through the PRISMA protocol⁹. The stance is critical-interpretive, enabling the study to interrogate the structural assumptions underpinning PMM rather than simply cataloguing its shortcomings. The underlying logic of reasoning is abductive: PMM's persistent failure despite substantial institutional investment points toward structural and paradigmatic causes an inquiry that ultimately leads to ORWELL as the most defensible design hypothesis.

⁹ Moher et al., "Preferred Reporting Items for Systematic Reviews and Meta-Analyses."

Table 1. Methodological Positioning of the ORWELL Study

Dimension	Content		Justification
Type of Research	Systematic Review	Literature	The study synthesizes existing literature to diagnose PMM's failure and construct ORWELL, requiring a systematic and transparent review process ¹⁰
Approach	Qualitative-Interpretive		The study interrogates structural assumptions and paradigmatic conditions underlying PMM's failure. phenomena that demand interpretive analysis ¹¹
Paradigm	Critical-Transformative		Research is oriented toward structural critique and actionable design, serving the interests of students with special needs and underserved teachers ¹²
Reasoning Logic	Abductive		PMM's failure despite substantial investment demands inference of its most plausible structural cause, positioning ORWELL as the best-fit design hypothesis ¹³

Data Sources

Given the multi-dimensional nature of the problem spanning policy design, pedagogical theory, and cultural context this study required sources of both high credibility and sufficient breadth. Materials were drawn from journals indexed in Scopus and Web of Science, nationally accredited journals in the SINTA system, and official reports from Kemendikbudristek, BPS, UNICEF, and UNESCO. Academic databases consulted included Google Scholar, ScienceDirect, Portal Garuda, and JSTOR.

Inclusion criteria prioritized publications from 2000 to 2025 addressing inclusive teacher professional development, Community of Practice models, transformative learning, and local wisdom in educational contexts. International comparative studies were incorporated to enable cross-contextual validation of ORWELL's proposed components. Literature selection followed a four-stage PRISMA protocol, progressing from broad identification through to thematic synthesis.

¹⁰ Ibid.

¹¹ Creswell and Poth, *Qualitative Inquiry & Research Design*.

¹² Mezirow, "Transformative Learning"; Freire, *Education for Critical Consciousness*.

¹³ Kincheloe, "Describing the Bricolage."

Table 2. PRISMA Literature Selection Procedure

Stage	Action	Criteria	Result
Identification	Database search across Scopus, WoS, Google Scholar, ScienceDirect, Portal Garuda, and JSTOR	Keywords: inclusive education, teacher professional development, Community of Practice, CBPR, local wisdom	287 sources identified
Screening	Title and abstract review	Relevance to inclusive teacher development, CoP, and Indonesian educational context	91 sources retained
Eligibility	Full-text assessment	Publications 2000–2025; indexed in Scopus, WoS, or SINTA; methodological adequacy	40 final references selected
Synthesis	Thematic extraction into three analytical clusters	Alignment with study's three analytical clusters	Structured extraction matrix for cross-study comparison

The procedure results 40 final references constituting the empirical and theoretical basis of this study. The staged PRISMA process ensures both transparency in source selection and traceability of the analytical decisions that follow.

Research Instrument

The result of 40 sources creates a distinct thematic domain, so an unstructured reading approach would obscure the patterns necessary for systematic analysis. A three-cluster thematic extraction matrix was developed to organize and compare findings across the corpus. Cluster 1 addresses PMM's failure and the inadequacy of transmissive professional development models ¹⁴. Cluster 2 documents the effectiveness of Community of Practice approaches in inclusive teacher development internationally ¹⁵. Cluster 3 examines Indonesian local wisdom as a culturally grounded pedagogical instrument ¹⁶. This matrix enabled cross-study comparison that directly informed both the critical analysis of PMM and

¹⁴ Angraini and Winarti, “Problematika Penggunaan Platform Merdeka Mengajar (PMM) Pada Daerah Tanpa Jaringan Listrik (Studi di SMPN Satu Atap 2 Mentaya Hulu)”; Susanti, Fadriati, and B.S, “Problematika Implementasi Kurikulum Merdeka Di SMP Negeri 5 Padang Panjang.”

¹⁵ Hunuk, Tannehill, and Levent Ince, “Interaction Patterns of Physical Education Teachers in a Professional Learning Community”; Wenger et al., *Communities of Practice within and across Organizations*.

¹⁶ Idris, Muqowim, and Fauzi, “Kurikulum Merdeka Perspektif Pemikiran Pendidikan Ki Hajar Dewantara”; Koentjaraningrat, *Pengantar Ilmu Antropologi*.

the design rationale of ORWELL.

Table 3. Analytical Techniques, Functions, and Outputs

Technique	Function	Output
Critical Policy Analysis	Diagnoses the structural and paradigmatic root causes of PMM failure ¹⁷	Problem representation: three-layer failure (epistemic, pedagogical, ecosystemic)
Bricolage	Synthesizes multi-disciplinary theories into a coherent explanatory framework ¹⁸	Integrated theoretical architecture of ORWELL
Most Similar Systems Design	Cross-context comparison of international CoP-based models to validate ORWELL	Validated transferability: Turkey ¹⁹ ; USA ²⁰
Theory of Change	Translates theoretical findings into an operational system design ²¹	Three-phase ORWELL implementation roadmap

Critical Policy Analysis diagnosed the causes of PMM's failure by interrogating how the platform constructed the 'problem' of inclusive teacher development and what structural assumptions underpinned its design, revealing three layers of failure: epistemic, pedagogical, and ecosystemic²². Bricolage synthesized the multi-disciplinary theoretical framework (Transformative Learning, Community of Practice, CBPR, and local wisdom) into the conceptual model of ORWELL²³. Most Similar Systems Design validated ORWELL's core components through cross-contextual comparison with the Professional Learning Community model in Turkey and the Study Circle Model in the United States, confirming the transferability of community-based approaches to the Indonesian context²⁴. Finally, the Theory of Change translated the synthesized findings into ORWELL's three-phase operational implementation roadmap²⁵. Those procedures ensuring that ORWELL is both theoretically and empirically defensible. Empirical field validation of ORWELL constitutes a planned subsequent phase of this research.

¹⁷ Bacchi, *Analysing Policy*.

¹⁸ Kincheloe, "Describing the Bricolage."

¹⁹ Hunuk, Tannehill, and Levent Ince, "Interaction Patterns of Physical Education Teachers in a Professional Learning Community."

²⁰ Echelberger, McCurdy, and Parrish, "Using a Study Circle Model to Improve Teacher Confidence and Proficiency in Delivering Pronunciation Instruction in the Classroom."

²¹ Weiss, *Evaluation Research*.

²² Bacchi, *Analysing Policy*.

²³ Kincheloe, "Describing the Bricolage."

²⁴ Hunuk, Tannehill, and Levent Ince, "Interaction Patterns of Physical Education Teachers in a Professional Learning Community"; Echelberger, McCurdy, and Parrish, "Using a Study Circle Model to Improve Teacher Confidence and Proficiency in Delivering Pronunciation Instruction in the Classroom."

²⁵ Weiss, *Evaluation Research*.

RESULTS AND DISCUSSION

PMM: Platform for Inclusion with an Exclusionary Design

PMM is ineffective to change teachers' perspectives toward students with special needs. Some researchers argue that a *transmissive model of learning* that focuses on passive absorption cannot transform paradigms or build critical awareness²⁶. Empirical data reinforces this diagnosis. There were 2,800 repeated *post-tests* were conducted, yet teacher understanding did not improve²⁷. Teachers in remote (3T) areas were unable to operate PMM due to limited internet connectivity. As a result, teachers formed informal learning communities because PMM did not provide a collaborative space²⁸.

Table 4. Three Layers of PMM Failure and ORWELL's Response

Failure Dimension	PMM Problem	ORWELL Solution
Epistemic	Focus on online content and post-tests; no space for reflection or critical dialogue; Western-style approach misaligned with local culture; 70% of West Java teachers did not understand the material ²⁹ .	Critical dialogue and collective reflection based on Community of Practice and CBPR Principles; integration of local wisdom as an epistemic foundation for collective learning
Pedagogical	Differentiation applied uniformly; no pathway for transforming practice; 2,800 repeated post-tests without improvement in understanding ³⁰ .	Contextual reflective practice through Reflective Practice Modules, peer observation and lesson study within Peer Learning Networks
Ecosystemic	Teachers work independently without structural support; informal learning communities emerge because PMM provides no collaborative space ³¹	Facilitated Learning Circles; trained local networks; sustainable learning ecosystem based on gotong royong

²⁶ Giroux, *On Critical Pedagogy*.

²⁷ Anggraini and Winarti, "Problematika Penggunaan Platform Merdeka Mengajar (PMM) Pada Daerah Tanpa Jaringan Listrik (Studi di SMPN Satu Atap 2 Mentaya Hulu)."

²⁸ Labudasari et al., "Empowering learning communities to enhance assessment utilization on merdeka curriculum's PMM platform"; Susanti, Fadriati, and B.S., "Problematika Implementasi Kurikulum Merdeka Di SMP Negeri 5 Padang Panjang."

²⁹ Alimuddin, "Implementasi Kurikulum Merdeka Di Sekolah Dasar."

³⁰ Anggraini and Winarti, "Problematika Penggunaan Platform Merdeka Mengajar (PMM) Pada Daerah Tanpa Jaringan Listrik (Studi di SMPN Satu Atap 2 Mentaya Hulu)."

³¹ Labudasari et al., "Empowering learning communities to enhance assessment utilization on merdeka curriculum's PMM platform."

PMM's failure lie with the system itself. Idris, Muqowim, and Fauzi (2023) states that PMM designed by Western-style model create a conflict with Indonesia's collective social orientation. This demands a comprehensive paradigm shift.

ORWELL: Returning to National Values

ORWELL is designed to close the three gaps left by PMM through a single, coherent operational framework. The program encourages teachers to genuinely and sustainably reflect on how they accommodate the diversity of their students. ORWELL is built on the synthesis of two complementary theoretical foundations. First, *social constructivism* and *transformative learning theory*, those theories place social interaction and critical reflection at the core of developing paradigms. Second, *Community of Practice*, which demonstrates that collaborative learning communities are the most effective mechanism for distributing pedagogical innovation and organically shifting paradigms. This integration produces reflective-transformative, community-based, and rooted in local cultural values.

Table 5. Architecture of ORWELL's Four Operational Elements

ORWELL Element	Mechanism	Change Indicators
Learning Circles (8–12 teachers)	Weekly meetings: check-in, theme deepening, action planning, collective reflection ³²	Increased inclusive self-efficacy; attitude change toward students with special needs
Reflective Practice Modules	Contextual reflection journals; local case reviews based on real teacher experience ³³	Transformation of assumptions and biases; increased inclusive awareness
Peer Learning Networks	Peer observation, lesson study, collaborative planning among teachers ³⁴	Inclusive skills developed through direct practice; dissemination of innovation among teachers
Local Wisdom Integration	Gotong royong, tepa selira, musyawarah as the operational foundation of learning sessions ³⁵	Cultural relevance; community acceptance; organic program sustainability

³² Echelberger, McCurdy, and Parrish, “Using a Study Circle Model to Improve Teacher Confidence and Proficiency in Delivering Pronunciation Instruction in the Classroom”; Vaughn and Jacquez, “Participatory Research Methods – Choice Points in the Research Process.”

³³ Abakah, Widin, and Ameyaw, “Continuing Professional Development (CPD) Practices Among Basic School Teachers in the Central Region of Ghana”; Feriver et al., “Training Early Childhood Teachers for Sustainability.”

³⁴ Garrote et al., “Social Acceptance in Inclusive Classrooms”; Utami et al., “Continuing Professional Development and Teachers’ Perceptions and Practices - A Tenable Relationship.”

³⁵ Aryaningsih, Wardana, and Sheikh, “Cooperation, Mutual Respect, and Societal Commitment”; Dewantara, *Karya Bagian I: Pendidikan*; Idris, Muqowim, and Fauzi, “Kurikulum Merdeka Perspektif Pemikiran Pendidikan Ki Hajar Dewantara.”

Local Wisdom as Pedagogical Instruments

One of the root causes of failure in conventional training programs is the *cultural backfire effect*, when a program is not internalized within the daily value system, causing teachers to feel alienated ³⁶. ORWELL addresses this by repositioning local wisdom from a supplementary status to a deeply rooted pedagogical instrument.

Gotong royong documented as a value of cooperation, mutual respect, and social commitment, is operationalized within *Learning Circles* as the foundation of communal responsibility, holding all members of the teacher community accountable for the success of students with special needs³⁷. *Tepa selira*, the Javanese tradition of contextual empathy is integrated into *Reflective Practice Modules* through local case studies that have been shown to build critical inclusive awareness³⁸. *Musyawarah* functions as ORWELL's mechanism for *social epistemology* and knowledge is constructed collectively through dialogue in *Learning Circles*, producing pedagogical innovations that are more contextual and sustainable³⁹. These three values carry cultural legitimacy that imported models do not possess, resulting in higher adoption rates and greater program durability⁴⁰.

An Epistemological Difference Between PMM & ORWELL

The difference between PMM and ORWELL lie in epistemological design, the fundamental view of what learning is, the position of the subject in learning, and the mechanism through which paradigm shifts occur. PMM rests on a *transmissive model* that has been proven incapable of transforming paradigms⁴¹. ORWELL rests on *social constructivism* and *transformative learning*, which place social interaction and critical reflection at the core of learning⁴². On the dimension of sustainability, PMM relies on centralized content production with no mechanism for knowledge exchange among teachers. ORWELL addresses this through trained local facilitators and an organic *Learning Circles* structure⁴³.

³⁶ Idris, Muqowim, and Fauzi, "Kurikulum Merdeka Perspektif Pemikiran Pendidikan Ki Hajar Dewantara"; Dewantara, *Karya Bagian I: Pendidikan*.

³⁷ Aryaningsih, Wardana, and Sheikh, "Cooperation, Mutual Respect, and Societal Commitment."

³⁸ Feriver et al., "Training Early Childhood Teachers for Sustainability."

³⁹ Dirckinck-Holmfeld and Coto, "A Community of Practice Approach to Teacher Professional Development—Innovation and Good Practices."

⁴⁰ Aryaningsih, Wardana, and Sheikh, "Cooperation, Mutual Respect, and Societal Commitment."

⁴¹ Getchell, Dubinsky, and Lentz, "A Critique of Transmission Communication Models in Introductory Management and Organizational Behavior Textbooks."

⁴² Mezirow, "Transformative Learning."

⁴³ Guskey and Yoon, "What Works in Professional Development?"

Table 6. Comprehensive Comparison of PMM and ORWELL

Dimension	PMM	ORWELL
Learning Theory	Transmissive model; teachers as recipients of digital content ⁴⁴	Social constructivism & transformative learning; teachers as reflective subjects ⁴⁵
Collaboration Mode	Individual; no mechanism for knowledge exchange among teachers	Collective; facilitated Learning Circles and Peer Learning Networks ⁴⁶
Cultural Basis	Western model; does not accommodate local values ⁴⁷	Gotong royong, tepa selira, musyawarah as pedagogical instruments ⁴⁸
Sustainability	Dependent on centralized content production; no organic mechanism ⁴⁹	Trained local facilitators; PKB & DAK integration; digital dashboard ⁵⁰
Outcome	Surface compliance; procedural without cognitive transformation ⁵¹	Transformation of teacher assumptions; measurable increase in inclusive self-efficacy ⁵²

Teacher's self-efficacy is the primary indicator of the realization of inclusive education. ORWELL builds this through direct practice, *peer observation*, and collective reflection, both mechanisms entirely absent in PMM. The fundamental reform needed is a paradigm shift in how the state conceptualizes inclusive teacher professional development.

Implementation Roadmap and Projection of Systemic Impact

ORWELL is designed not to remain at the conceptual level. Its implementation is structured in three progressive phases, with each phase producing outputs that serve as the foundation for the next.

⁴⁴ Getchell, Dubinsky, and Lentz, "A Critique of Transmission Communication Models in Introductory Management and Organizational Behavior Textbooks."

⁴⁵ Mezirow, "Transformative Learning."

⁴⁶ Wenger et al., *Communities of Practice within and across Organizations*.

⁴⁷ Idris, Muqowim, and Fauzi, "Kurikulum Merdeka Perspektif Pemikiran Pendidikan Ki Hajar Dewantara."

⁴⁸ Aryaningsih, Wardana, and Sheikh, "Cooperation, Mutual Respect, and Societal Commitment."

⁴⁹ Guskey and Yoon, "What Works in Professional Development?"

⁵⁰ Wu et al., "Factors Influencing the Teaching Practices of In-Service Teachers in Inclusive Education."

⁵¹ Labudasari et al., "Empowering learning communities to enhance assessment utilization on merdeka curriculum's PMM platform."

⁵² Yada and Savolainen, "Japanese In-Service Teachers' Attitudes toward Inclusive Education and Self-Efficacy for Inclusive Practices."

Table 8. ORWELL Implementation Roadmap: Three Progressive Phases

Phase	Period	Scope & Activities	Success Indicators
Pilot	0–12 months	10–15 districts/cities; 20 inclusive schools/region; 3–5 Learning Circles (8–12 teachers); experienced NGO facilitators; synchronous-asynchronous digital platform ⁵³	Teacher self-efficacy $\geq 20\%$; positive attitude change toward students with special needs; pre-post survey, classroom observation ⁵⁴
Regional Scale-Up	Years 1–3	50% of national districts/cities; replication of facilitator model; integration into formal PKB system; LPTK and CSR/UNICEF partnerships	Decline in rejection of students with special needs; improved accessibility of inclusive schools; standardization of implementation
Nationalization	Years 3–5	All of Indonesia; integration into LPTK pre-service curriculum; longitudinal digital dashboard; inclusive teacher career recognition ⁵⁵	Students with special needs accessing education: 12.6% $\rightarrow$ 30%+; empirically validated model for national inclusive policy

The involvement of key stakeholders is a non-negotiable prerequisite ⁵⁶. The Ministry of Education, Culture, Research and Technology (Kemendikbudristek) is responsible for integrating ORWELL into Continuing Professional Development (PKB) regulations and the Special Allocation Fund (DAK). Regional Education Offices identify target inclusive schools. Teacher Training Institutions (LPTK) provide scientific feedback and integrate ORWELL into pre-service curricula ⁵⁷. School principals provide structural support to enable teachers to actively participate ⁵⁸. Infrastructure barriers are anticipated through *blended learning* and partnerships with CSR and international institutions ⁵⁹.

The projection of ORWELL's systemic impact rests on enhancing teacher *self-efficacy* through real practice within mutually supportive communities will gradually transform

⁵³ Peterson, Beymer, and Putnam, “Synchronous and Asynchronous Discussions.”

⁵⁴ Cordingley, P., Greany, T., and Coles-Jordan, D., *Developing Great Teaching: Lessons from the International Reviews into Effective Professional Development*.

⁵⁵ Wu et al., “Factors Influencing the Teaching Practices of In-Service Teachers in Inclusive Education.”

⁵⁶ Leonard and Smyth, “Does Training Matter?”

⁵⁷ Walton and Rusznyak, “Cumulative Knowledge-Building for Inclusive Education in Initial Teacher Education.”

⁵⁸ Wilson, Marks Woolfson, and Durkin, “School Environment and Mastery Experience as Predictors of Teachers’ Self-Efficacy Beliefs towards Inclusive Teaching.”

⁵⁹ UNICEF, *Towards inclusive education for children with disabilities*.

teachers' perspective toward students with special needs, from viewing them as a burden to recognizing them as a shared responsibility. The organic sustainability of ORWELL is guaranteed by a network of trained and certified local facilitators; integration within social structures of community organizations (PKK) and local communities; and self-directed reflection modules. ORWELL directly contributes to SDG 4, specifically target 4.5, educational access for persons with disabilities and target 4.c quality inclusive teachers.

CONCLUSION

Advancing inclusive education in Indonesia requires more than policy mandates and digital training platforms. Lasting change depends on professional development systems that genuinely foster reflection, collaboration, and learning that is responsive to local conditions. This study demonstrates that teacher learning becomes substantively more effective when it promotes critical engagement, collective problem-solving, and sensitivity to the educational realities of specific communities. Achieving inclusive education therefore demands a shift from content delivery models toward transformative professional learning.

This article advances inclusive education scholarship by integrating transformative learning theory, the Community of Practice framework, critical pedagogy, and local wisdom into a single conceptual system. The proposed framework shows that educational reform is more likely to succeed when global theories are thoughtfully adapted to local cultural contexts. By positioning local wisdom as a pedagogical instrument rather than a decorative backdrop, the study opens a new perspective on how inclusive teacher development can become more relevant, more sustainable, and more widely embraced.

Several limitations warrant acknowledgment. The study is rooted in a systematic literature review and does not include empirical field implementation; accordingly, the framework's effectiveness has not yet been tested in real educational settings. The cultural values examined may not fully represent Indonesia's remarkable ethnic and regional diversity. And the framework's success is likely to depend on facilitator competence, institutional support, and the specific conditions of local implementation factors that limit the generalizability of the study's conclusions.

Future research should evaluate the framework through pilot studies and empirical investigations involving teachers, schools, and education stakeholders. Comparative research

across different regions and cultural communities is needed to assess the framework's adaptability and effectiveness. Studies examining facilitator preparation, implementation strategies, and policy integration would strengthen the evidentiary base for large-scale adoption. Collectively, such work can fortify the framework and support the building of more genuinely inclusive education systems across the country.

Overall, this article affirms that inclusive education is fundamentally a matter of transforming educational culture. Meaningful inclusion requires teachers to learn, reflect, and collaborate within supportive communities. By offering a culturally anchored and theoretically informed framework, this study provides a foundation for future research, policy innovation, and professional development efforts aimed at achieving equitable education for every learner.

REFERENCES

- Abakah, Ellen, Jacqueline Widin, and Edward Kwabena Ameyaw. "Continuing Professional Development (CPD) Practices Among Basic School Teachers in the Central Region of Ghana." *Sage Open* 12, no. 2 (April 2022): 21582440221094597. <https://doi.org/10.1177/21582440221094597>.
- Alimuddin, Johar. "Implementasi Kurikulum Merdeka Di Sekolah Dasar." *Jurnal Ilmiah KONTEKSTUAL* 4, no. 02 (March 2023): 67–75. <https://doi.org/10.46772/kontekstual.v4i02.995>.
- Anggraini, Gita, and Winarti Winarti. "Problematika Penggunaan Platform Merdeka Mengajar (PMM) Pada Daerah Tanpa Jaringan Listrik (Studi di SMPN Satu Atap 2 Mentaya Hulu): Problems Using the Free Teaching Platform for Teachers in Areas Without an Electric Network (Study at SMPN Satu Atap 2 Mentaya Hulu)." *Bitnet: Jurnal Pendidikan Teknologi Informasi* 8, no. 2 (September 2023): 103–12. <https://doi.org/10.33084/bitnet.v8i2.5534>.
- Aryaningsih, Mila, Amika Wardana, and Karim Sajjad Sheikh. "Cooperation, Mutual Respect, and Societal Commitment: Meanings of Gotong-Royong in Indonesian Social Studies School-Textbooks." *International Journal of Social Learning (IJS�)* 5, no. 1 (December 2024): 59–72. <https://doi.org/10.47134/ijsl.v5i1.297>.

- Bacchi, Carol Lee. *Analysing Policy: What's the Problem Represented to Be?* Frenchs Forest, N.S.W: Pearson, 2009.
- Center For Inclusive Policy, Inclusion Advisory Group, and CBM Global. *Perlindungan Sosial Inklusif Bagi Penyandang Disabilitas Di Indonesia: Tinjauan Cepat*. PROAKTIF, 2025.
- Cordingley, P., Higgins, S., Buckler Greany, T. N., and Crisp Coles-Jordan, D. B. *Developing Great Teaching: Lessons from the International Reviews into Effective Professional Development*. London, UK: Teacher Development Trust, 2015.
- Creswell, John W., and Cheryl N. Poth. *Qualitative Inquiry & Research Design: Choosing among Five Approaches*. Fourth edition. Los Angeles: SAGE, 2018.
- Dewantara, Ki Hadjar. *Karya Bagian I: Pendidikan*. Yogyakarta: MLTPS, 1962.
- Dirckinck-Holmfeld, Lone, and Mayela Coto. "A Community of Practice Approach to Teacher Professional Development—Innovation and Good Practices." *DEStech Transactions on Social Science, Education and Human Science*, no. ICedDE (January 2020). <https://doi.org/10.12783/dtssehs/ICedDE2019/33674>.
- Echelberger, Andrea, Suzanne Gilchrist McCurdy, and Betsy Parrish. "Using a Study Circle Model to Improve Teacher Confidence and Proficiency in Delivering Pronunciation Instruction in the Classroom." *The CATESOL Journal* 30, no. 1 (January 2018). <https://doi.org/10.5070/B5.35972>.
- Feriver, Şebnem, Gaye (Tuncer) Teksöz, Refika Olgan, and Alan Reid. "Training Early Childhood Teachers for Sustainability: Towards a 'Learning Experience of a Different Kind.'" *Environmental Education Research* 22, no. 5 (July 2016): 717–46. <https://doi.org/10.1080/13504622.2015.1027883>.
- Freire, Paulo. *Education for Critical Consciousness*. New York: Continuum, 1997.
- Garrote, Ariana, Franziska Felder, Helena Krähenmann, Susanne Schnepel, Rachel Sermier Dessemontet, and Elisabeth Moser Opitz. "Social Acceptance in Inclusive Classrooms: The Role of Teacher Attitudes Toward Inclusion and Classroom Management." *Frontiers in Education* 5 (October 2020): 582873. <https://doi.org/10.3389/feduc.2020.582873>.

- Getchell, Kristen, James Dubinsky, and Paula Lentz. "A Critique of Transmission Communication Models in Introductory Management and Organizational Behavior Textbooks." *Journal of Management Education* 47, no. 5 (October 2023): 477–504. <https://doi.org/10.1177/10525629231182156>.
- Giroux, Henry A. *On Critical Pedagogy*. Bloomsbury Academic, 2020. <https://doi.org/10.5040/9781350145016>.
- Guskey, Thomas R., and Kwang Suk Yoon. "What Works in Professional Development?" *Phi Delta Kappan* 90, no. 7 (March 2009): 495–500. <https://doi.org/10.1177/003172170909000709>.
- Hunuk, Deniz, Deborah Tannehill, and M. Levent Ince. "Interaction Patterns of Physical Education Teachers in a Professional Learning Community." *Physical Education and Sport Pedagogy* 24, no. 3 (May 2019): 301–17. <https://doi.org/10.1080/17408989.2019.1576862>.
- Idris, Syarif Hidayatullah, Muqowim Muqowim, and Muhammad Fauzi. "Kurikulum Merdeka Perspektif Pemikiran Pendidikan Ki Hajar Dewantara." *Jurnal Literasiologi* 9, no. 2 (February 2023). <https://doi.org/10.47783/literasiologi.v9i2.472>.
- Israel, amy, and barbara. "Community-Based Participatory Research: Policy Recommendations for Promoting a Partnership Approach in Health Research." *Education for Health: Change in Learning & Practice* 14, no. 2 (July 2001): 182–97. <https://doi.org/10.1080/13576280110051055>.
- Kincheloe, Joe L. "Describing the Bricolage: Conceptualizing a New Rigor in Qualitative Research." *Qualitative Inquiry* 7, no. 6 (December 2001): 679–92. <https://doi.org/10.1177/107780040100700601>.
- Koentjaraningrat. *Pengantar Ilmu Antropologi*. Jakarta: Rinec Cipta, 2009.
- Kriswanto, Didi, Suyatno, and Sukirman. "Penyelenggaraan Pendidikan Inklusif di Sekolah Dasar: Analisis Faktor-Faktor dan Solusi yang Ditawarkan." *Jurnal Basicedu* 7, no. 5 (November 2023): 3081–90. <https://doi.org/10.31004/basicedu.v7i5.6167>.
- Labudasari, Erna, Eliya Rochmah, Nur Asyiah, and Sri Rohana. "Empowering learning

- communities to enhance assessment utilization on merdeka curriculum's PMM platform." *Community Empowerment* 9, no. 10 (October 2024): 1524–33. <https://doi.org/10.31603/ce.12286>.
- Leonard, Noelle M., and Sinéad Smyth. "Does Training Matter? Exploring Teachers' Attitudes towards the Inclusion of Children with Autism Spectrum Disorder in Mainstream Education in Ireland." *International Journal of Inclusive Education* 26, no. 7 (June 2022): 737–51. <https://doi.org/10.1080/13603116.2020.1718221>.
- Mezirow, Jack. "Transformative Learning: Theory to Practice." *New Directions for Adult and Continuing Education* 1997, no. 74 (June 1997): 5–12. <https://doi.org/10.1002/ace.7401>.
- Moher, David, Alessandro Liberati, Jennifer Tetzlaff, Douglas G. Altman, and The PRISMA Group. "Preferred Reporting Items for Systematic Reviews and Meta-Analyses: The PRISMA Statement." *PLoS Medicine* 6, no. 7 (July 2009): e1000097. <https://doi.org/10.1371/journal.pmed.1000097>.
- Mulyadi, Asal Wahyuni Erlin. *Policy of Inclusive Education for Education for All in Indonesia*. 1, no. 3 (2017).
- Peterson, Amy T., Patrick N. Beymer, and Ralph T. Putnam. "Synchronous and Asynchronous Discussions: Effects on Cooperation, Belonging, and Affect." *Online Learning* 22, no. 4 (January 2019). <https://doi.org/10.24059/olj.v22i4.1517>.
- Susanti, Hendra, Fadriati Fadriati, and Iman Asroa B.S. "Problematika Implementasi Kurikulum Merdeka Di SMP Negeri 5 Padang Panjang." *ALSYS* 3, no. 1 (January 2023): 54–65. <https://doi.org/10.58578/alsys.v3i1.766>.
- UNESCO. *Reimagining Our Futures Together: A New Social Contract for Education*. UNESCO, 2021. <https://doi.org/10.54675/ASRB4722>.
- UNICEF. *Anak Dengan Disabilitas Dan Pendidikan*. 2019. <https://www.unicef.org/indonesia/id/dokumen/anak-dengan-disabilitas-dan-pendidikan>.
- . *Towards inclusive education for children with disabilities*. UNESCO, 2009.

- Utami, Iga Lokita Purnamika, Sarah Prestridge, Ali Saukah, and Fuad Abdul Hamied. "Continuing Professional Development and Teachers' Perceptions and Practices - A Tenable Relationship." *Indonesian Journal of Applied Linguistics* 9, no. 1 (May 2019). <https://doi.org/10.17509/ijal.v9i1.12463>.
- Vaughn, Lisa M., and Farrah Jacquez. "Participatory Research Methods – Choice Points in the Research Process." *Journal of Participatory Research Methods* 1, no. 1 (July 2020). <https://doi.org/10.35844/001c.13244>.
- Walton, Elizabeth, and Lee Rusznyak. "Cumulative Knowledge-Building for Inclusive Education in Initial Teacher Education." *European Journal of Teacher Education* 43, no. 1 (January 2020): 18–37. <https://doi.org/10.1080/02619768.2019.1686480>.
- Weiss, Carol H. *Evaluation Research: Methods for Assessing Program Effectiveness*. Prentice-Hall Methods of Social Science Series. Englewood Cliffs, N.J: Prentice-Hall, 1972.
- Wenger, Etienne, Beverly Wenger-Trayner, Phil Reid, and Claude Bruderlein. *Communities of Practice within and across Organizations: A Guidebook*. Second edition. Sesimbra, Portugal: Social Learning Lab, 2023.
- Wilson, Claire, Lisa Marks Woolfson, and Kevin Durkin. "School Environment and Mastery Experience as Predictors of Teachers' Self-Efficacy Beliefs towards Inclusive Teaching." *International Journal of Inclusive Education* 24, no. 2 (January 2020): 218–34. <https://doi.org/10.1080/13603116.2018.1455901>.
- Wu, Miaomiao, Dorothy DeWitt, Nor Nazrina Mohamad Nazry, Norlidah Alias, and Yuliang Jiao. "Factors Influencing the Teaching Practices of In-Service Teachers in Inclusive Education: A Systematic Review." *Journal of Quran Sunnah Education & Special Needs* 8, no. 1 (June 2024): 76–90. <https://doi.org/10.33102/jqss.vol8no1.204>.
- Yada, Akie, and Hannu Savolainen. "Japanese In-Service Teachers' Attitudes toward Inclusive Education and Self-Efficacy for Inclusive Practices." *Teaching and Teacher Education* 64 (May 2017): 222–29. <https://doi.org/10.1016/j.tate.2017.02.005>.