

A CIPP Evaluation of Inclusive Education Programs in Jambi Primary Schools

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ABSTRACT

This study evaluates the implementation of inclusive education in an elementary school in Jambi City using the Context, Input, Process, Product (CIPP) evaluation model. A qualitative case study approach was employed to explore the implementation of inclusive education in its real-life context. Data were collected through semi-structured interviews, participant observations, and document analysis involving the school principal, classroom teachers, special assistant teachers (Guru Pendamping Khusus), and parents of students with special educational needs. Data were analyzed using the Miles and Huberman interactive model supported by ATLAS.ti for coding and thematic analysis. The findings indicate that the implementation of inclusive education has generally fulfilled the four CIPP dimensions. Institutional commitment, qualified human resources, individualized learning programs, and collaboration among teachers, parents, and special assistant teachers have supported effective implementation. The program has contributed to improved academic achievement, learning participation, and non-academic development of students with special educational needs, although challenges in social interaction remain. This study provides empirical evidence on the application of the CIPP model in evaluating inclusive education and offers practical recommendations for strengthening teacher capacity, collaborative support, and policy implementation to improve the quality and sustainability of inclusive education.



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INTRODUCTION

Education is a fundamental right of every individual, including children with special needs (CSNs). This right has been recognized through various international and national legal frameworks, including the Universal Declaration of Human Rights, the Convention on the Rights of the Child, the Convention on the Rights of Persons with Disabilities, and Indonesia's National Education System Law, which guarantees equal access to quality

education without discrimination ([Law of the Republic of Indonesia Number 20, 2003](#)). Within this framework, inclusive education has emerged as a strategic approach to ensuring that all learners, regardless of their physical, intellectual, social, or emotional characteristics, receive equitable educational opportunities. This commitment is also reflected in the global *Education for All* agenda and the Sustainable Development Goals (SDGs), particularly Goal 4, which emphasizes inclusive and equitable quality education for all learners ([UNESCO, 2021](#)).

To support the implementation of inclusive education, the Indonesian government has established several regulations, including Law Number 20 of 2003 concerning the National Education System, Government Regulation Number 13 of 2020 concerning National Education Standards, and Minister of National Education Regulation Number 70 of 2009 concerning Inclusive Education. These regulations require regular schools to provide educational services for children with special needs by adapting curricula, learning methods, assessment systems, and educational facilities according to students' individual characteristics. Accordingly, inclusive education is expected to eliminate discrimination, foster learning environments that value diversity, and ensure equal opportunities for every student to develop their full potential ([Law of the Republic of Indonesia Number 20, 2003](#)).

Despite the existence of comprehensive policy frameworks, the implementation of inclusive education continues to face considerable challenges in many regions of Indonesia. Similar conditions are evident in Jambi City, where several public and private elementary schools have implemented inclusive education programs. However, the implementation has not yet fully achieved the intended objectives. One of the most critical challenges is the shortage of qualified human resources, particularly Special Assistant Teachers, accompanied by the limited competence of regular classroom teachers in applying differentiated instruction and managing inclusive classrooms ([Kurrotun Aini et al., 2024](#)). Furthermore, many teachers still experience difficulties in adapting curricula and designing instructional strategies that accommodate diverse learning needs, resulting in suboptimal educational services for children with special needs ([Prastiwi & Abduh, 2023](#)).

The challenges of inclusive education implementation extend beyond teacher competence and involve social and infrastructural factors. Negative perceptions among some parents, school communities, and society toward children with special needs remain significant barriers to successful implementation. Such resistance reflects the fact that inclusive values have not yet been fully internalized within school culture ([Rusly & Bramuda, 2024](#)). Discriminatory attitudes continue to limit public acceptance of inclusive education ([Nurhamidin et al., 2025](#)), whereas community acceptance has been identified as a crucial determinant of successful inclusion ([Sari & Andriani, 2024](#)). In addition, inadequate facilities and infrastructure, including accessible classrooms, adaptive learning media, and assistive devices, restrict students' participation in learning activities and reduce the effectiveness of inclusive educational practices ([Kurnia et al., 2024](#)).

Previous studies consistently indicate that the implementation of inclusive education in Indonesia remains constrained by multiple factors. [Wijayanti et al., \(2025\)](#) reported that inclusive classroom management in elementary schools has not been optimally implemented due to teachers' limited competencies in supporting students with special

needs. Likewise, [Suharjo & Zakir, \(2021\)](#) emphasized that inadequate school facilities continue to be one of the primary obstacles to effective inclusive education. Moreover, [Prastiwi & Abduh, \(2023\)](#) found that although supportive regulations have been established, schools often lack sufficient understanding of how inclusive education should be implemented in practice. These findings suggest that successful inclusive education depends not only on policy availability but also on the readiness of human resources, school environments, and systematic evaluation mechanisms capable of identifying weaknesses in program implementation.

Although numerous studies have investigated inclusive education, most have focused on isolated aspects, such as teacher competence, school facilities, or implementation challenges. Comprehensive evaluations integrating all components of inclusive education remain limited, particularly in elementary schools in Jambi City. Existing evaluation practices are generally administrative in nature, emphasizing reporting requirements rather than assessing the effectiveness of program implementation. Consequently, schools and policymakers often lack comprehensive evidence to identify implementation gaps and formulate evidence-based improvements.

Addressing these limitations requires a comprehensive evaluation framework capable of assessing policy context, resource readiness, implementation processes, and educational outcomes simultaneously. The Context, Input, Process, Product (CIPP) evaluation model developed by Stufflebeam provides such a framework by facilitating holistic evaluation across all stages of program implementation ([Stufflebeam, 2003](#)). The model examines the appropriateness of policy contexts, the adequacy of available resources, the effectiveness of implementation processes, and the outcomes achieved. Previous research has demonstrated that applying the CIPP model enables evaluators to identify program weaknesses while generating practical recommendations for continuous improvement ([Ernawati, et al., 2025](#)).

Therefore, this study aims to evaluate the implementation of inclusive education in elementary schools in Jambi City using the CIPP evaluation model. Specifically, the study examines the context, input, process, and product dimensions to assess policy implementation, resource adequacy, instructional practices, and educational outcomes. Through this comprehensive evaluation, the study seeks to identify both the strengths and limitations of the current implementation of inclusive education and provide empirical evidence to support improvements in educational services for children with special needs.

This study contributes to the literature on educational evaluation by providing a comprehensive application of the CIPP evaluation model in the context of inclusive elementary education. Unlike previous studies that primarily examined specific aspects of inclusive education, this research evaluates the entire program across its four principal dimensions, thereby offering a more holistic understanding of program effectiveness. The findings are expected to enrich the existing body of knowledge on inclusive education evaluation while providing evidence-based recommendations for policymakers, education authorities, and school administrators to strengthen the implementation of inclusive education and improve the quality of educational services in Indonesia.

LITERATURE REVIEW

1. Inclusive Education

Inclusive education is grounded in the principles of educational equity, social justice, and respect for diversity, emphasizing that every learner has an equal right to access quality education regardless of disability, social background, ethnicity, culture, or learning characteristics. Rather than merely placing students with disabilities into regular classrooms, inclusive education requires systematic transformation of educational policies, curriculum, learning environments, instructional practices, and school culture to ensure meaningful participation for all learners. UNESCO conceptualizes inclusive education as a continuous process of eliminating barriers to learning and participation by adapting educational systems to accommodate learner diversity rather than expecting learners to adjust to rigid educational structures (SIDA, 2024). This perspective positions diversity not as an educational problem but as an inherent characteristic that enriches the learning process.

From a theoretical perspective, the Human Rights Theory serves as the grand theory underpinning inclusive education. This theory argues that education is a fundamental human right that must be guaranteed without discrimination. Consequently, educational institutions are obligated to provide equitable opportunities and reasonable accommodations for every learner. Within this framework, inclusive education represents the practical realization of equal educational rights through policies and practices that eliminate exclusion and discrimination. In Indonesia, this principle is reflected in constitutional provisions, national education laws, disability legislation, and international conventions ratified by the government, all of which establish inclusive education as a legal and moral obligation rather than merely an educational innovation.

Complementing this grand theory, the Inclusive Education Theory functions as a middle-range theory by explaining how educational institutions should operationalize inclusion in everyday practice. According to Rapp & Corral-Granados (2024), inclusive education extends beyond structural integration by reorganizing school systems to accommodate students' academic, social, and cultural diversity. Inclusive schools therefore require pedagogical adaptation, collaborative support systems, differentiated instruction, and responsive learning environments to ensure equal participation and meaningful educational experiences. Similarly, Astuti et al. (2023) describe inclusive education in the Indonesian context as an educational system that enables students with and without special educational needs to learn together in mainstream schools while receiving support based on individual learning needs. These perspectives indicate that successful inclusion depends not only on student placement but also on institutional readiness and instructional responsiveness.

The theoretical assumptions above are reflected in several fundamental principles of inclusive education, including equitable access to educational services, active participation of all students, recognition of diversity as an educational asset, removal of learning barriers, curriculum flexibility, collaborative educational support, and continuous improvement of educational practices (Nadhiroh & Ahmadi, 2024). These principles collectively establish that inclusive education should be evaluated not only by student

enrollment but also by the quality of participation, accessibility, instructional adaptation, and educational outcomes experienced by learners with diverse needs.

Despite the comprehensive conceptual framework supporting inclusive education, numerous empirical studies demonstrate persistent implementation challenges. Previous research consistently identifies limitations in teacher competence, shortages of special education teachers, inadequate infrastructure, insufficient instructional adaptation, and weak institutional commitment as major obstacles to effective inclusion. These challenges indicate that the success of inclusive education depends heavily on systemic readiness rather than policy availability alone.

Recent empirical studies further illustrate these implementation issues. [Yuliawati et al. \(2023\)](#), using a qualitative evaluation approach, found that many Indonesian inclusive schools continue to experience shortages of Special Assistant Teachers, resulting in limited individualized educational support for students with special educational needs. [Saskia et al., \(2024\)](#) similarly reported that many GPKs lack adequate professional preparation in special education, reducing their effectiveness in delivering specialized instructional assistance. Their findings suggest that teacher availability alone cannot guarantee inclusive educational quality without sufficient professional competence.

Teacher preparedness among regular classroom teachers has also emerged as a significant concern. Through survey-based research, [Padmadewi et al., \(2024\)](#) demonstrated that many teachers perceive themselves as insufficiently prepared to implement differentiated instruction in heterogeneous classrooms. This finding is consistent with [Nketsia et al., \(2025\)](#), who emphasized that inadequate understanding of differentiated learning and Universal Design for Learning (UDL) substantially limits teachers' capacity to accommodate diverse learning needs. Together, these studies indicate that instructional competence remains one of the primary determinants of successful inclusive education.

Infrastructure represents another critical dimension. [Jogbakci et al., \(2025\)](#) identified considerable deficiencies in physical accessibility across Indonesian schools, including the absence of ramps, accessible sanitation facilities, therapy rooms, and adaptive learning resources. Supporting this finding, [Rastam et al., \(2025\)](#) demonstrated that adaptive instructional media significantly improve participation and learning engagement among students with disabilities, highlighting the importance of accessible educational resources in achieving inclusive learning environments.

Social and cultural barriers continue to impede inclusive education despite improvements in legal frameworks. That stigma toward children with disabilities remains prevalent among communities, influencing students' acceptance within mainstream schools ([Sari & Andriani, 2024](#)). Likewise, [Sumedi et al., \(2025\)](#) found that discriminatory practices continue to occur within school environments due to the persistence of non-inclusive institutional cultures. These findings indicate that successful implementation requires not only structural improvements but also cultural transformation involving teachers, school leaders, parents, and the wider community.

Although these previous studies provide valuable evidence regarding the implementation of inclusive education, several important research gaps remain. First,

existing studies predominantly examine individual aspects of inclusive education, such as teacher competence, infrastructure, or social attitudes, without integrating these dimensions into a comprehensive evaluation framework. Second, most empirical investigations focus on identifying implementation challenges rather than systematically evaluating the overall effectiveness of inclusive education programs across planning, resource allocation, implementation, and outcomes. Third, contextual evidence from public elementary schools implementing inclusive education in Jambi City remains limited, despite substantial regional variation in educational resources and institutional readiness across Indonesia. Consequently, empirical evidence capable of informing local educational policy remains insufficient.

Based on these theoretical and empirical considerations, this study positions inclusive education as a multidimensional educational system that requires comprehensive evaluation beyond measuring student access alone. By examining the implementation of inclusive education through a systematic evaluation framework, this research contributes to expanding empirical understanding of how institutional context, educational resources, implementation processes, and program outcomes collectively determine the effectiveness of inclusive education. This contribution addresses existing theoretical and empirical gaps while providing evidence-based recommendations for strengthening inclusive educational practices, particularly within Indonesian public elementary schools.

2. Educational Program Evaluation

Educational program evaluation is an essential component of educational management that aims to assess the effectiveness, efficiency, relevance, and impact of a program in achieving its intended objectives. Evaluation extends beyond measuring final outcomes by systematically examining planning, implementation, resource utilization, and program impacts on learners and stakeholders. Consequently, evaluation serves as a critical instrument for decision-making, continuous quality improvement, and evidence-based educational policy development.

The present study adopts Program Evaluation Theory as its grand theory, primarily drawing upon the work of Stufflebeam and Coryn. This theory conceptualizes evaluation as a systematic process of collecting, analyzing, and utilizing relevant information to support decision-making regarding educational programs. Evaluation is not merely intended to determine whether a program has achieved its objectives but also to provide comprehensive evidence that facilitates continuous program improvement ([Suharjo & Zakir, 2021](#)). Within this perspective, evaluation functions both as an accountability mechanism and as an organizational learning process that enables educational institutions to improve program implementation through objective and evidence-based information.

As its middle-range theory, this study employs the concept of Educational Program Evaluation proposed by Fitzpatrick, Sanders, and Worthen. They define educational program evaluation as a scientific process that determines the relevance, effectiveness, efficiency, and overall value of educational programs in addressing the needs of learners and society. Evaluation should therefore be conducted systematically using empirical evidence to ensure that its findings provide a reliable foundation for educational policy formulation and continuous quality enhancement ([Kalvin & Suranto, 2023](#)). This

perspective positions evaluation as an integral component of educational management encompassing planning, implementation, monitoring, and continuous improvement.

Within educational practice, program evaluation performs three principal functions: diagnostic, formative, and summative evaluation. Diagnostic evaluation aims to identify barriers and challenges that may hinder program implementation, enabling stakeholders to develop appropriate corrective strategies at an early stage. Formative evaluation provides continuous feedback throughout program implementation, allowing ongoing improvements to educational processes. In contrast, summative evaluation focuses on assessing the overall effectiveness of a program after implementation and serves as the basis for decisions regarding program continuation, modification, or termination (Iqbal et al., 2024). These complementary functions demonstrate that evaluation should not be regarded as a final administrative activity but rather as a continuous process integrated throughout the entire program cycle.

In the context of inclusive education, educational program evaluation assumes a broader and more strategic role because it evaluates not only students' academic achievement but also the extent to which schools provide accessible, inclusive, and non-discriminatory learning environments. Emphasizes that inclusive education evaluation should determine whether inclusive education policies have been effectively implemented through educational practices that accommodate learner diversity (UNESCO, 2021). Therefore, evaluating inclusive education requires comprehensive assessment of accessibility, student participation, instructional quality, equity, and the sustainability of educational services for students with special educational needs.

Recent empirical studies have consistently demonstrated the significant contribution of program evaluation to improving educational quality. Using an evaluative approach in inclusive elementary schools, Meka et al., (2023) found that systematic program evaluation successfully identified weaknesses in instructional practices for students with special educational needs, enabling schools to develop more effective improvement strategies. Their findings indicate that evaluation serves not only as a measurement tool but also as a mechanism for continuous educational quality enhancement.

Similarly, Deocareza & Soriano, (2025) investigated the implementation of inclusive education through an evaluation framework and reported that systematic evaluation provides comprehensive information regarding educational accessibility, student participation, and the effectiveness of inclusive policy implementation. Their study demonstrates that evaluation plays a crucial role in ensuring equitable educational opportunities for all learners regardless of their individual characteristics or educational needs.

The importance of continuous evaluation is further supported by Ningsih et al., (2025), who emphasized the role of formative evaluation in enhancing program implementation. Their findings indicate that continuous monitoring enables educational institutions to identify implementation weaknesses promptly and improve instructional practices throughout the program cycle. Complementing this perspective, Felix & Pinem, (2025) demonstrated that summative evaluation provides comprehensive evidence

regarding overall program effectiveness and serves as a valuable basis for determining future educational policies and program sustainability.

Within inclusive education specifically, [Janawati et al., \(2020\)](#) found that program evaluation extends beyond assessing students' academic performance by examining school accessibility, participation of students with special educational needs, and the continuity of inclusive educational services. Their study suggests that the success of inclusive education should be measured using multiple indicators reflecting the overall quality of educational services rather than relying solely on academic achievement.

These findings are reinforced by [Hidayati \(2023\)](#), who reported that educational program evaluation contributes significantly to ensuring equal learning opportunities by promoting accessible, adaptive, and learner-centered educational environments. Likewise, [UNESCO \(2021\)](#) argued that evaluation functions as an essential mechanism for assessing the effectiveness of inclusive education policies while simultaneously identifying implementation barriers that reduce the quality of inclusive educational services.

Despite substantial contributions from previous studies, several important research gaps remain. First, most previous research has focused on isolated aspects of educational evaluation, such as learning outcomes, teacher competence, or school accessibility, without examining the educational program as an integrated system. Second, existing studies have predominantly emphasized outcome-based evaluation while giving relatively limited attention to program planning, resource readiness, and implementation processes. Third, empirical evidence concerning the evaluation of inclusive education programs in Indonesian public elementary schools, particularly in Jambi City, remains scarce. Consequently, evidence-based recommendations that can inform local educational policy and improve inclusive education implementation are still limited.

Based on the theoretical and empirical literature, this study conceptualizes educational program evaluation as a comprehensive and systematic process encompassing planning, implementation, monitoring, and program outcomes. Rather than merely measuring program success, evaluation is expected to identify the contextual and organizational factors influencing the effectiveness of inclusive education. Accordingly, this study contributes to the existing body of knowledge by providing a more comprehensive evaluation of inclusive education programs, thereby addressing theoretical and empirical gaps while offering evidence-based recommendations for strengthening inclusive education implementation in public elementary schools in Jambi City.

3. The CIPP Model as a Comprehensive Framework for Evaluating Inclusive Education Programs

The Context, Input, Process, and Product (CIPP) Model, developed by Daniel L. Stufflebeam, is one of the most widely adopted evaluation models in educational research because it provides a comprehensive framework for assessing educational programs throughout their entire implementation cycle. Unlike traditional evaluation models that primarily focus on program outcomes, the CIPP model evaluates the background, available resources, implementation processes, and program results simultaneously. This comprehensive perspective enables decision-makers to identify program strengths,

weaknesses, and areas requiring improvement while supporting evidence-based educational policy and continuous quality enhancement (Rahmat & Ambiyar, 2025).

From a theoretical perspective, the CIPP model conceptualizes evaluation as a continuous decision-oriented process rather than merely an assessment of final achievements. The Context component examines educational needs, institutional conditions, and environmental factors that justify program implementation. Input evaluation focuses on the adequacy of human resources, infrastructure, financial support, curriculum, and implementation strategies. Process evaluation assesses whether program implementation is conducted according to established plans while identifying implementation barriers and best practices. Finally, Product evaluation measures program outcomes and overall impacts to determine whether the program should be continued, revised, or expanded (Stufflebeam, 2003).

Within inclusive education, the CIPP model has become increasingly relevant because successful implementation depends on multiple interconnected factors rather than solely on students' academic achievement. Inclusive education requires supportive policies, qualified teachers, adequate learning facilities, adaptive instructional strategies, and positive school culture. Consequently, evaluating only learning outcomes cannot adequately reflect the effectiveness of inclusive education programs. Instead, comprehensive evaluation across all four CIPP dimensions is necessary to understand how contextual conditions, institutional resources, implementation quality, and educational outcomes collectively influence program success.

Several recent empirical studies support the effectiveness of the CIPP model in evaluating inclusive education. Ernawati, et al., (2025), using the CIPP framework, found that comprehensive evaluation successfully identified strengths and weaknesses across planning, resource availability, instructional implementation, and educational outcomes in inclusive schools. Similarly, Suryadi & Wardani, (2024) concluded that the CIPP model provides more comprehensive information than outcome-oriented evaluation because it examines every stage of program implementation rather than focusing exclusively on student achievement.

Further evidence is provided by Marsidi (2022), who applied the CIPP model to evaluate inclusive education policies and found that teacher competence, infrastructure, and institutional support remained major constraints affecting program effectiveness. Likewise, Janawati et al., (2020) reported that the CIPP framework enables evaluators to assess not only students' academic performance but also school accessibility, teacher readiness, and the sustainability of inclusive educational services. These findings demonstrate the practical value of the CIPP model in generating comprehensive evidence for educational improvement.

Although previous studies have demonstrated the usefulness of the CIPP model, several research gaps remain. First, most existing studies have been conducted in specific institutional settings, limiting the generalizability of their findings across different regional contexts. Second, previous evaluations often emphasize only selected CIPP components, particularly process and product, while providing less attention to contextual conditions and institutional inputs. Third, empirical studies applying the CIPP model to evaluate

inclusive education in public elementary schools in Jambi City remain scarce, despite differences in educational resources, institutional readiness, and local policy implementation across Indonesian regions.

Based on these theoretical and empirical considerations, this study adopts the CIPP model as the principal evaluation framework because it enables a systematic assessment of inclusive education through four interrelated dimensions: context, input, process, and product. This approach is expected to provide a more comprehensive understanding of program implementation while generating evidence-based recommendations for strengthening inclusive education policies and practices in public elementary schools implementing inclusive education in Jambi City.

METHODS

Research Design

This study employed a qualitative approach using a case study design to evaluate the implementation of inclusive education programs in elementary schools in Jambi City. A qualitative approach was selected because it enables an in-depth exploration of stakeholders' experiences, perceptions, and challenges that cannot be adequately represented through quantitative measurement ([Shrestha & Bhattarai, 2021](#)). The case study design facilitates comprehensive investigation of inclusive education within its real-life context by examining policies, practices, and stakeholder experiences in public and private elementary schools ([Yin, 2018](#)). Previous studies have also demonstrated that case studies are appropriate for investigating the implementation of inclusive education policies in elementary schools ([Muazza et al., 2018](#); [Yuliawati et al., 2023](#)).

To provide a comprehensive evaluation framework, this research adopted the Context, Input, Process, Product (CIPP) evaluation model. The model enabled systematic assessment of policy context, resource readiness, implementation processes, and program outcomes. Qualitative data were managed and analyzed using Computer Assisted Qualitative Data Analysis Software (CAQDAS), namely ATLAS.ti, which supports coding, categorization, memo writing, visualization of thematic relationships, and enhances transparency and methodological rigor throughout the analytical process ([Herbst et al., 2024](#); [Mastrobattista et al., 2024](#); [Ñáñez-Silva et al., 2024](#)).

Research Setting and Period

The study was conducted in one elementary schools implementing inclusive education programs in Jambi City, Indonesia, SDN 28/IV Kota Jambi. This school were purposively selected because they have experience implementing inclusive education policies and represent both public and private elementary schools. Data collection was undertaken through field observations, interviews, and document analysis during the research period.

Participants

Participants were selected using purposive sampling to ensure that only individuals directly involved in inclusive education implementation were included. Purposive sampling is considered appropriate in qualitative research because it provides rich and relevant

information regarding the phenomenon under investigation (Rizal et al., 2023). The participants consisted of school principals, regular classroom teachers, special education teachers (Guru Pendamping Khusus/GPK), and parents of students with special educational needs (ABK). Each participant group represented different perspectives regarding policy implementation, instructional practices, student support services, and family involvement in inclusive education.

Table 1. Summary of participants

Participant category	Number	Selection criterion	Role in the study
Classroom teachers	7	≥1 year experience working with students with SEN	Classroom implementation perspective
Shadow teachers	7	≥1 year experience working with students with SEN	Individualized support perspective
Total	14	Purposive sampling	Complementary participant perspectives

Research Instruments

The researcher served as the primary research instrument (human instrument), supported by interview guides, observation sheets, documentation protocols, field notes, digital recording devices, and cameras. Interview and observation instruments were developed based on the CIPP evaluation framework to assess contextual conditions, resource availability, implementation processes, and program outcomes. The observation checklist focused on classroom interaction, instructional strategies, teacher support, parental involvement, and school inclusiveness, whereas semi-structured interview guides were designed for principals, regular teachers, special education teachers, and parents. Prior to data collection, the instruments were reviewed and validated by experts to ensure their relevance and suitability for the research objectives.

Data Collection

Data were collected through in-depth semi-structured interviews, participant observations, and document analysis. Semi-structured interviews allowed participants to describe their experiences and perceptions while enabling the researcher to explore emerging issues in greater depth. Observations were conducted directly during classroom learning activities to examine interactions among students, teachers, and special education teachers, instructional practices, classroom management, and accessibility of school facilities. According to Septiani et al., (2025), participant observation enables researchers to understand social phenomena from within the research setting.

Document analysis complemented interview and observation data by examining school profiles, student records, inclusive education policies, curriculum documents, government regulations, and other supporting documents. This technique strengthens contextual understanding and supports data triangulation, thereby enhancing the credibility of qualitative findings (Chand, 2025; Morgan, 2022).

Data analysis technique

Data were analyzed using the interactive model proposed by Miles and Huberman, consisting of data collection, data reduction, data display, and conclusion drawing and verification (Miles et al., 2014). Interview recordings were transcribed, observation notes were organized, and relevant documents were categorized according to the CIPP evaluation components. Coding and thematic analysis were conducted using ATLAS.ti to facilitate systematic data organization, iterative coding, memo development, and visualization of relationships among themes (Bryda & Costa, 2023; Ñañez-Silva et al., 2024; Tani Yildiz & Tam, 2023).

The analytical process focused on evaluating four dimensions of the CIPP model: Context (needs assessment and policy environment), Input (human resources, curriculum, facilities, and institutional support), Process (implementation of inclusive learning and classroom management), and Product (academic and non-academic outcomes, program effectiveness, and stakeholder feedback). To ensure the trustworthiness of the findings, credibility was established through triangulation, member checking, and prolonged engagement, while transferability, dependability, and confirmability were maintained through comprehensive contextual descriptions, audit trails, reflective documentation, and systematic management of qualitative data using ATLAS.ti (Ahmed, 2024; Korstjens & Moser, 2018; Nowell et al., 2017; Stalmeijer et al., 2024).

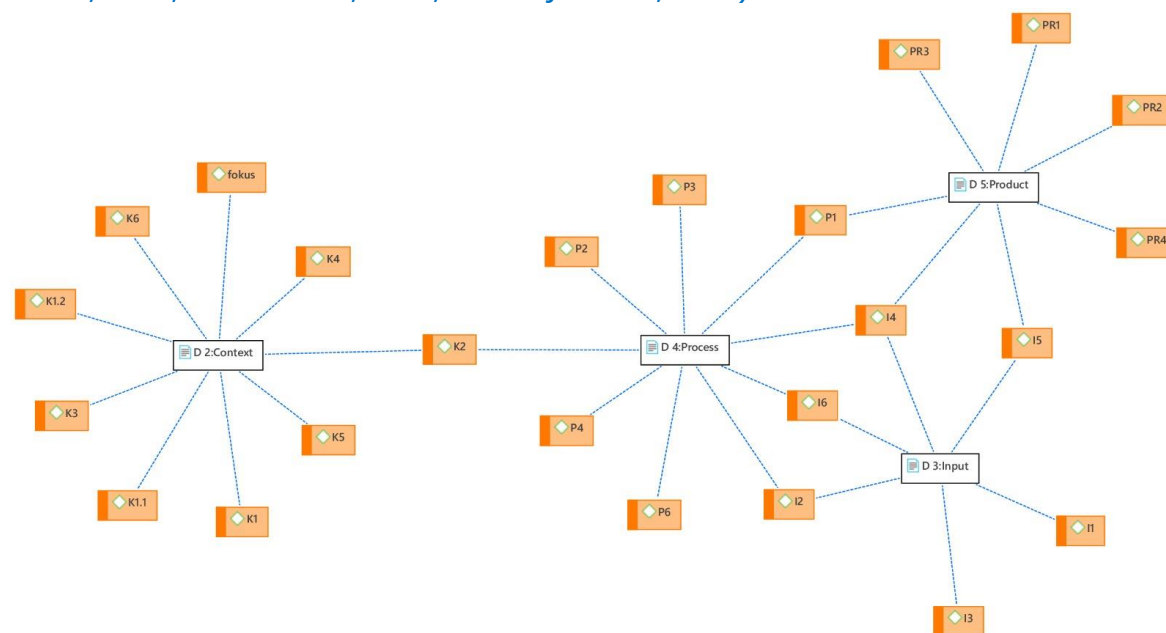


Figure 1. ATLAS.ti network view of code identifiers mapped to the four CIPP dimensions.

The network contains Context codes K1–K6 plus K1.1, K1.2, and “fokus”; Input codes I1–I6; Process codes P1–P4 and P6; and Product codes PR1–PR4. The visualization is interpreted as a coding map rather than as a causal model, effect-size display, or frequency ranking. Line connections show the analytic relationship represented in the ATLAS.ti network and should not be interpreted as evidence that one dimension is quantitatively stronger than another.

The identifiers in Table 2 are retained as the code labels used in the ATLAS.ti project. They are reported to make the analytic structure auditable without retrospectively

assigning expanded meanings to code names that were not present in the original project. The decision rules clarify how evidence was mapped to the four dimensions and how overlapping material was handled.

Table 2. Summary of the CIPP coding scheme and decision rules

CIPP dimension	Code identifiers shown in ATLAS.ti network	Primary decision rule	Analytic treatment
Context	K1, K1.1, K1.2, K2, K3, K4, K5, K6, fokus	Needs, policy, rationale, equality, or contextual conditions	Conditions and purposes surrounding implementation
Input	I1, I2, I3, I4, I5, I6	Resources and capacities available to support implementation	Personnel, facilities, media, funding, and planning/support resources
Process	P1, P2, P3, P4, P6	Actions and practices occurring during implementation	Assessment, adaptation, collaboration, classroom support, and enactment of plans
Product	PR1, PR2, PR3, PR4	Observed or reported consequences of implementation	Academic/non-academic outcomes, participation, independence, achievement, and remaining gaps

FINDINGS AND DISCUSSION

Findings

Context

The findings indicate that the implementation of inclusive education at SDN 28/IV Jambi City is supported by a clear legal foundation through the Decree of the Local Education Office, which officially designates the school as an inclusive education provider. Documentary evidence further revealed that students with special educational needs (SEN) are enrolled across Grades 1, 2, 4, 5, and 6, representing diverse characteristics, including *slow learners*, Attention Deficit Hyperactivity Disorder (ADHD), autism spectrum disorder, intellectual disabilities, communication disorders, and other identified learning needs. This diversity serves as the basis for the school to design educational services tailored to the individual characteristics and learning needs of each student.

The presence of students with special educational needs across different grade levels was confirmed through interviews with classroom teachers. As explained by Teacher AP:

"We have students with special needs in Grades 1, 2, 4, 5, and 6. In my class, there is one student with special needs." (Interview with Teacher AP, June 11, 2026)

In addition to administrative support, the findings demonstrate that inclusive values have been integrated into the school's vision and mission. Observation and documentary data indicate that students with special educational needs are provided with equal

opportunities to participate in both academic and non-academic activities without discrimination. One example is their involvement as flag ceremony officers according to their abilities, with assistance from peers and *shadow teachers* whenever necessary.

This finding is supported by Teacher RP, who stated:

"They have even participated as flag ceremony officers. Their responsibilities included carrying the flag or reading the Pancasila. Their classmates are very supportive by giving cues to the students with special needs, and sometimes the shadow teacher also assists them from behind." (Interview with Teacher RP, May 5, 2026)

Furthermore, the interview findings reveal that the school consistently applies the principle of equality in treating all students. Students with special educational needs are not separated or highlighted as different from their peers but are regarded as integral members of the school community. As Teacher RP explained:

"Here, we treat them equally. We do not make their differences stand out, so they are seen as being the same as the other students." (Interview with Teacher RP, May 5, 2026)

Overall, the Context findings demonstrate that the implementation of inclusive education at SDN 28/IV Jambi City is supported by a strong institutional policy, a clear identification of students' educational needs, and a school culture that promotes equality, acceptance, and active participation for all students. These findings indicate that inclusive education at the school extends beyond administrative compliance by fostering an educational environment that values diversity and ensures equal learning opportunities for students with special educational needs.

Input

The findings demonstrate that the implementation of inclusive education at SDN 28/IV Jambi City is supported by several key input components, including qualified human resources, student readiness, learning facilities, parental support, funding, and an adaptive curriculum. These components collectively provide the resources necessary to accommodate the diverse learning needs of students with special educational needs (SEN).

One of the most prominent findings concerns the recruitment of *shadow teachers*. Interview data revealed that the school initially collaborated with Harapan Mulia Special School (SLB Harapan Mulia) to provide educational assistance for students with SEN. However, due to the increasing number of students requiring individualized support and the high cost of external services, the school adopted an independent recruitment system. Priority was given to candidates who graduated from Special Education (Pendidikan Luar Biasa/PLB) programs or possessed previous experience in assisting students with special educational needs.

Teacher RP explained:

"When I first joined this school in 2017, we collaborated with Harapan Mulia Special School. However, this year the principal decided to recruit shadow teachers independently because more parents wanted to enroll their children here. Hiring assistants directly from the special school was expensive, so we searched for graduates from Special Education programs and recruited them."

(Interview with Teacher RP, May 5, 2026)

Teacher RP further emphasized that the recruitment process prioritizes professional competence rather than simply filling vacant positions.

"The principal does not recruit people randomly. We prioritize individuals who already have experience working with students with special needs or who graduated from Special Education programs."

(Interview with Teacher RP, May 5, 2026)

Another important input identified in this study is the readiness of students with special educational needs before entering the inclusive school. The findings indicate that admission is preceded by an assessment process that considers students' social skills, independence, learning readiness, and recommendations from psychologists and special schools. This procedure ensures that students are prepared to participate in learning activities within regular classrooms.

As explained by Teacher A:

"Before entering a regular inclusive school, students must demonstrate readiness in terms of social interaction, independence, and learning ability. They also receive recommendations from the special school and psychologists before being admitted."

(Interview with Teacher A, June 15, 2026)

The findings also reveal that *shadow teachers* play an essential role in facilitating students' learning experiences. Rather than functioning merely as classroom assistants, they provide individualized academic support, improve students' concentration, and help them understand learning materials according to their specific needs.

Teacher A stated:

"Shadow teachers are not simply babysitters. They accompany students whenever they need assistance during lessons. They help students stay focused and better understand the learning materials."

(Interview with Teacher A, June 15, 2026)

Regarding learning facilities, documentary evidence indicates that the school has established an inclusive learning environment by providing an inclusive-friendly room and various educational media to support individualized instruction. Nevertheless, classroom observations and interview findings show that the availability of instructional media is not yet consistent across classrooms. In some classes, learning media are provided by the school, whereas in others, *shadow teachers* prepare and bring instructional materials based on students' individual learning needs.



Figure 2. Educational Media for Inclusive Students

Teacher A explained:

"There are no educational media specifically available in my classroom. Usually, the shadow teacher brings the learning materials. If the student cannot participate in classroom activities, they are given alternative activities such as drawing or coloring."

(Interview with Teacher A, June 15, 2026)

In contrast, Teacher AP stated:

"There are educational materials for students with special needs in the inclusive learning corner of my classroom."

(Interview with Teacher AP, June 11, 2026)

However, interview data also reveal that parental acceptance of their children's disabilities varies considerably, influencing their willingness to provide educational support.

Teacher RP described this situation as follows:

"Some parents have sufficient financial resources but cannot accept that their child has special needs, so they refuse therapy or shadow teacher services. Others fully accept their child's condition and want to provide a shadow teacher, but they cannot afford the cost."

(Interview with Teacher RP, May 5, 2026)

Teacher AP further highlighted the collaborative relationship between teachers, *shadow teachers*, and parents.

"Parents support their children's learning activities. The shadow teacher also collaborates with me. If the student cannot complete a task independently, either I assist the student or the shadow teacher provides support."

(Interview with Teacher AP, June 11, 2026)

Finally, the findings show that the school implements an adaptive curriculum through the use of an Individualized Education Program (IEP) or *Program Pembelajaran Individual (PPI)* and specialized instructional modules. These learning plans are developed according to each student's abilities, learning styles, and educational needs. Classroom teachers and *shadow teachers* collaboratively adapt instructional materials, learning strategies, and assessment methods while maintaining alignment with the general curriculum.

Teacher RP explained:

"Each student has their own Individualized Education Program (PPI). Differentiated instruction is designed through the PPI, and before examinations I always consult the shadow teacher to determine whether the assessment should be modified."

(Interview with Teacher RP, May 5, 2026)

Similarly, Teacher A stated:

"Students also have their own PPI, and it is mandatory for every shadow teacher. I still teach the same content as other students, but I adjust it according to each student's abilities."

(Interview with Teacher A, June 15, 2026)

The Input findings the implementation of inclusive education at SDN 28/IV Jambi City is supported by competent human resources, structured student admission procedures, adaptive learning facilities, strong parental involvement, collaborative funding mechanisms, and curriculum modifications through individualized learning programs. These resources constitute the institutional foundation for delivering inclusive educational services that address the diverse needs of students with special educational needs.

Process

The findings indicate that the implementation of inclusive education at SDN 28/IV Jambi City is carried out through a systematic instructional process involving student assessment, individualized learning planning, curriculum adaptation, and continuous collaboration between classroom teachers and *shadow teachers*. These processes ensure that instructional activities are tailored to the individual characteristics and learning needs of students with special educational needs (SEN).

The findings reveal that the instructional process begins with an assessment procedure designed to identify students' abilities, learning characteristics, and educational needs. The assessment results serve as the basis for developing an Individualized Education Program (IEP) (*Program Pembelajaran Individual/PPI*), which functions as the primary guideline for *shadow teachers* in planning and implementing individualized learning support. Although students with SEN participate in the same classroom instruction as their peers, teachers modify learning activities according to each student's abilities.

Teacher A explained:

"They also have their own Individualized Education Program (PPI), and it is mandatory for every shadow teacher to have it. I still provide the same learning materials as other students, but I adjust them according to each student's abilities."

(Interview with Teacher A, June 15, 2026)

Another important finding concerns the collaboration between classroom teachers and *shadow teachers*. Interview results demonstrate that effective communication is maintained throughout the learning process to discuss students' strengths, learning difficulties, and instructional adjustments. This collaborative practice enables learning materials and teaching strategies to be continuously modified based on students' progress and individual needs.

As stated by Teacher A:

"The shadow teacher collaborates with me by adjusting the learning materials. We communicate regularly about each student's strengths and weaknesses, and there are no obstacles in our collaboration."
(Interview with Teacher A, June 15, 2026)

The findings further indicate that *shadow teachers* reinforce classroom instruction by providing simplified explanations during therapy sessions. Learning materials delivered by classroom teachers are reviewed and adapted into more accessible forms, allowing students to strengthen their understanding. In addition, *shadow teachers* maintain daily journals to document students' learning progress and facilitate communication regarding instructional support.

Teacher AP explained:

"The shadow teacher adjusts my teaching because the learning materials are reviewed again during therapy sessions in a simpler version. They summarize classroom discussions, and those summaries are used for further learning. They also keep daily journals."
(Interview with Teacher AP, June 11, 2026)

The implementation of differentiated instruction is also supported by specialized teaching modules developed according to students' learning styles and educational characteristics. These modules enable *shadow teachers* to modify instructional methods, learning activities, and assessment procedures while maintaining alignment with the general curriculum. Classroom teachers consult *shadow teachers* before examinations to determine whether assessment adjustments are necessary for individual students.

Teacher RP explained:

"They have their own PPI modules, and differentiation is implemented through them. Before examinations, I always consult the shadow teacher to determine whether the assessment should be modified, although so far the students generally participate in the same examinations."
(Interview with Teacher RP, May 5, 2026)

Teacher RP further stated:

"They also have their own instructional modules prepared by the foundation because the students' learning styles and appropriate teaching methods have already been identified. Therefore, the shadow teachers simply adjust the instruction accordingly."
(Interview with Teacher RP, May 5, 2026)

Observation and documentation further confirm the active involvement of *shadow teachers* throughout classroom instruction. Documentation illustrates that *shadow teachers* provide direct assistance during classroom activities, guide students in completing learning tasks, and encourage their participation in classroom interactions according to their individual capabilities. These observations support the interview findings regarding the implementation of individualized instructional assistance.



Figure 3. Documentation of Learning for Inclusive Students

The findings also demonstrate gradual improvements in students' academic participation and learning independence throughout the instructional process. Although students increasingly participate in classroom activities and complete learning tasks independently, they continue to require assistance during certain academic activities, particularly examinations and concept reinforcement.

Teacher AP explained:

"They are becoming more independent, but they still need assistance during examinations. Their scores usually meet the minimum competency standard because the shadow teacher continues to provide support."

(Interview with Teacher AP, June 11, 2026)

Teacher AP further added:

"The student can solve problems on the whiteboard because the shadow teacher has already explained the material. However, without repetition or additional explanation from the shadow teacher, the student still has difficulty understanding the lesson."

(Interview with Teacher AP, June 11, 2026)

Overall, the Process findings demonstrate that inclusive education at SDN 28/IV Jambi City is implemented through a structured instructional process involving comprehensive student assessment, individualized educational planning, curriculum differentiation, continuous collaboration between classroom teachers and *shadow teachers*, and ongoing instructional support. These processes facilitate students' participation in regular classroom learning while accommodating their diverse educational needs and promoting gradual academic development and learning independence.

Product

The findings indicate that the implementation of inclusive education at SDN 28/IV Jambi City has produced positive outcomes in both academic and non-academic domains for students with special educational needs (SEN). The school provides students with opportunities not only to participate in regular classroom learning but also to develop their interests and talents through extracurricular activities and collaborative programs with Harapan Mulia Special School (SLB Harapan Mulia). These opportunities enable students to participate in various sports, arts, and skill-development activities according to their individual abilities and interests.

Teacher A explained:

"They participate in non-academic activities at Harapan Mulia. One student joins taekwondo and drawing activities, while another

participates in sports such as football, running, and other physical activities."

(Interview with Teacher A, June 15, 2026)

The findings further reveal that participation in these activities has contributed to students' achievements beyond the classroom. Students with SEN have successfully participated in competitions and obtained awards in several fields, indicating that the inclusive education program provides opportunities for students to maximize their individual potential. These achievements are also supported by strong parental involvement in encouraging students to participate in talent development activities.

Teacher A stated:

"One student won a drawing competition at Lippo, while another received an award in a swimming competition. These achievements were strongly supported by their parents."

(Interview with Teacher A, June 15, 2026)

In addition to non-academic development, the findings demonstrate improvements in students' academic performance. Interview data indicate that academic progress is achieved through continuous collaboration among classroom teachers, private tutors, and parents. Regular communication among these stakeholders allows learning strategies to be implemented consistently across school and home environments, thereby supporting students' academic development.

Teacher RP explained:

"I discussed teaching strategies with the student's private tutor and communicated them to the parents so that the learning approach was consistent. As a result, the student who previously could not read is now able to read."

(Interview with Teacher RP, May 5, 2026)

The findings also indicate that the implementation of individualized instructional support has enabled students with SEN to participate more actively in classroom learning. Although students have demonstrated the ability to collaborate in academic activities, some continue to experience difficulties in social interaction and communication, requiring ongoing support from *shadow* teachers during collaborative learning activities.

Teacher AP explained:

"Academically, the student can collaborate during learning activities. However, socially, the student still struggles to participate in discussions and sometimes has difficulty understanding interactions with others, so the shadow teacher continues to provide assistance."

(Interview with Teacher AP, June 11, 2026)

Observation and documentation further support these findings by demonstrating students' participation in classroom learning activities, completion of learning tasks, and involvement in various school programs. The documentation also reflects strong parental trust in the school's inclusive education services, as parents actively support their children's participation in both academic and extracurricular activities according to their interests and abilities.



Figure 4. Documentation of Student Assignment Results

The Product findings indicate that the implementation of inclusive education at SDN 28/IV Jambi City has generated positive educational outcomes by promoting students' academic achievement, non-academic development, and participation in school life. The findings also demonstrate that the collaborative partnership among classroom teachers, *shadow teachers*, parents, and external institutions has contributed to students' holistic development while fostering greater parental confidence in the school's inclusive education program.

Discussion

The findings demonstrate that the implementation of inclusive education at SDN 28/IV Jambi City has generally fulfilled the four dimensions of the CIPP evaluation model—Context, Input, Process, and Product—indicating that the program has been implemented systematically and is supported by institutional commitment, adequate educational resources, adaptive instructional practices, and positive student outcomes. Rather than functioning as independent components, these four dimensions interact dynamically to determine the overall effectiveness of inclusive education. The results suggest that successful implementation is not solely influenced by the availability of educational resources but also by the coherence between school policies, instructional practices, and stakeholder collaboration.

From the contextual perspective, the study confirms that institutional commitment plays a fundamental role in establishing an inclusive school environment. The existence of formal policy support, accompanied by a school culture that emphasizes equality and participation, demonstrates that inclusive education extends beyond regulatory compliance and becomes embedded in daily educational practices. This finding supports Stufflebeam's CIPP evaluation framework, which emphasizes that program success is strongly influenced by the appropriateness of program objectives and their alignment with contextual needs (Stufflebeam & Shinkfield, 2007). The findings are also consistent with Ainscow, (2020), who argues that inclusive schools are characterized not only by access to education but also by organizational cultures that value diversity and actively remove barriers to participation.

The study further reveals that the effectiveness of inclusive education depends heavily on the adequacy of educational inputs. The recruitment of qualified *shadow teachers*, the implementation of Individualized Education Programs (IEPs/PPI), adaptive

learning resources, and parental involvement collectively provide the institutional capacity required to accommodate diverse learning needs. These findings reinforce the perspective proposed by [Florian & Black-Hawkins, \(2011\)](#), who emphasize that inclusive education requires teachers to adopt flexible pedagogical approaches supported by collaborative professional practices rather than relying solely on specialized interventions. The presence of qualified *shadow teachers* in this study illustrates how professional support contributes to improving students' access to classroom learning while assisting classroom teachers in implementing differentiated instruction.

The instructional process identified in this study also highlights collaboration as a central characteristic of effective inclusive practice. Continuous communication between classroom teachers and *shadow teachers*, curriculum adaptation through individualized learning plans, and ongoing instructional support enabled students with special educational needs to participate meaningfully in regular classroom activities. This finding aligns with the Universal Design for Learning (UDL) framework proposed by [\(CAST, 2024\)](#), which emphasizes providing multiple means of engagement, representation, and action to accommodate learner diversity. Rather than simplifying curriculum standards, the school adapted instructional strategies according to students' learning characteristics while maintaining common educational objectives.

The product dimension demonstrates that inclusive education contributes to students' holistic development. Improvements were observed not only in academic achievement, such as literacy development and classroom participation, but also in non-academic outcomes through extracurricular achievements and increased self-confidence. Nevertheless, the findings indicate that social interaction skills remain relatively less developed than academic competencies, suggesting that future instructional interventions should place greater emphasis on communication, peer interaction, and social participation. These findings support previous studies indicating that inclusive education should be evaluated based on students' overall development rather than academic achievement alone [\(UNESCO, 2021\)](#).

Another important contribution of this study concerns stakeholder collaboration. The findings indicate that successful inclusive education is supported by active partnerships among classroom teachers, *shadow teachers*, parents, psychologists, and special schools. Such collaboration facilitates consistency between learning experiences at school and at home, thereby strengthening students' educational development. However, the study also reveals that disparities in parental acceptance and financial capacity continue to influence students' access to individualized support services. These findings suggest that sustainable inclusive education requires broader governmental support, particularly in financing educational assistance and strengthening professional development opportunities for teachers and *shadow teachers*.

Practically, the findings offer several implications for educational stakeholders. School leaders should strengthen institutional policies that foster inclusive school cultures while ensuring equitable access to learning resources across classrooms. Professional development programs for classroom teachers and shadow teachers should emphasize collaborative instructional planning and differentiated teaching practices. Furthermore, educational authorities should consider developing sustainable funding mechanisms to

reduce schools' and parents' financial burdens in providing individualized educational support for students with special educational needs.

In this single-school case, the evidence suggests that inclusive education at SDN 28/IV Jambi City operated under supportive conditions across the four CIPP dimensions, while also showing important constraints. Context was characterized by institutional commitment and recognition of diverse student needs; Input included classroom and shadow-teacher support, individualized planning resources, and adaptive media that were not equally available across classrooms; Process involved assessment, curriculum adaptation, and collaboration; and Product evidence indicated academic participation and other positive outcomes alongside continuing challenges in social interaction. The interpretation is context-specific and should not be generalized beyond the study setting without further comparative evidence.

Within this case, the CIPP model was useful as an integrated evaluation framework because the coded evidence showed connections among contextual conditions, available resources, implementation practices, and outcomes. This interpretation is exploratory and context-specific rather than a claim that the same configuration will apply to all inclusive schools. Practically, the case points to the value of strengthening professional development, equitable adaptive learning resources, collaborative planning, and sustained support mechanisms. Scientifically, it demonstrates how explicit dimension-level coding rules can make a qualitative CIPP evaluation more transparent.

CONCLUSION

In this case, the implementation of inclusive education at SDN 28/IV Jambi City showed supportive conditions across the four CIPP dimensions, although these conditions were not uniformly strong. The Context dimension was characterized by institutional commitment and recognition of diverse student needs; the Input dimension was supported by classroom and shadow teachers, individualized learning plans, adaptive resources, and stakeholder support; the Process dimension showed curriculum adaptation and collaboration; and the Product dimension indicated positive academic participation, learning-task completion, extracurricular achievement, and school participation. At the same time, uneven access to instructional media, variation in parental capacity and acceptance, and continuing difficulties in social interaction indicate that implementation at this school remains a work in progress.

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ETHICAL CONSIDERATIONS

Ethical considerations were addressed throughout the study. Before data collection, the researcher obtained permission to conduct the study at the selected school and explained the purpose and procedures of the research to participants. Participation was

voluntary, and participants' identities were protected through anonymous role-based codes in the manuscript. Interview recordings, transcripts, observation notes, and documents were treated as research data and were not reported in a form that directly identifies individual participants.

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AUTHOR CONTRIBUTIONS

Conceptualization, M.I., M.S., and E.H.; Methodology, M.I. and M.S.; Software, M.I.; Validation, M.S. and E.H.; Formal Analysis, M.I.; Investigation, M.I.; Resources, M.I.; Data Curation, M.I.; Writing – Original Draft Preparation, M.I.; Writing – Review & Editing, M.S. and E.H.; Visualization, M.I.; Supervision, M.S. and E.H.; Project Administration, M.I.; Funding Acquisition, None.

CONFLICTS OF INTEREST

The authors declare that there are no conflicts of interest regarding the publication of this article. The authors have no financial, professional, or personal relationships that could have influenced the research design, data collection, data analysis, interpretation of the findings, or the preparation of this manuscript. Furthermore, no external funding agency had any role in the design of the study, the collection, analysis, and interpretation of data, the writing of the manuscript, or the decision to publish the results.

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