



School Management in the Implementation of Inclusive Education at SMP Negeri 7 Pemalang

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ABSTRACT

This study analyzes the implementation of inclusive education management at SMP Negeri 7 Pemalang through the managerial functions of planning, organizing, implementation, and supervision, while examining pedagogical capacity strengthening that supports inclusive learning practices. The research employed a qualitative case study approach involving 12 informants, including the principal, vice principal for curriculum, special education teachers, subject teachers, homeroom teachers, and students with special needs. Data were collected through in-depth interviews, participatory observation, and documentation studies, then analyzed descriptively through data reduction, data display, and conclusion verification using source and technique triangulation. The findings demonstrate that inclusive education management has been systematically implemented through the integration of inclusive policies into school planning, preparation of Individualized Education Programs (IEPs), collaborative learning practices in regular classrooms, and periodic supervision by school leaders. The study also reveals significant strengthening of teachers' pedagogical capacity, particularly in differentiated instruction, adaptive classroom management, flexible assessment development, digital learning media utilization, and collaborative student-centered learning strategies. Nevertheless, implementation remains constrained by the limited availability of special education teachers, uneven teacher competence in inclusive pedagogy, insufficient assistive learning facilities, and evaluation systems that are not yet fully oriented toward continuous quality improvement. The study's novelty lies in integrating inclusive management functions with measurable indicators of pedagogical capacity development to support sustainable and effective inclusive education practices.

INTRODUCTION

Inclusive education has become a central strategy for ensuring equitable access to quality education for all learners, including students with special needs. In Indonesia, this commitment is reflected in various regulatory frameworks, including Law Number 20 of 2003 on the National Education System, Minister of National Education Regulation Number 70 of 2009 concerning Inclusive Education, and Minister of Education, Culture, Research, and Technology Regulation Number 48 of 2023 concerning Reasonable Accommodation for Students with Disabilities. These policies require schools to provide adaptive learning environments, accessible educational services, appropriate human resources, and institutional support systems that enable the meaningful participation of all students. Consequently, the successful implementation of inclusive education depends not only on classroom practices but also on the effectiveness of school management in translating policy mandates into sustainable institutional practices.

Recent literature conceptualizes inclusive education as an educational approach that accommodates learner diversity while ensuring equal opportunities for participation and achievement (Gustaman et al., 2025). Within this perspective, inclusion extends beyond pedagogical adaptation and requires comprehensive institutional support involving

leadership, organizational coordination, resource allocation, and continuous evaluation processes. Therefore, inclusive education should be understood as a multidimensional system in which educational management plays a critical role in determining the quality and sustainability of inclusive practices (Khotimah & Ikhwanah, 2025).

The management perspective is particularly relevant because inclusive education requires coordinated actions across multiple organizational functions. George R. Terry's management theory provides a useful framework through four interrelated functions: planning, organizing, actuating, and controlling. In inclusive education settings, planning includes identifying students' needs, developing inclusive programs, and allocating resources; organizing involves establishing collaborative structures among teachers and support personnel; actuating concerns the implementation of adaptive and differentiated learning practices; while controlling encompasses monitoring, evaluation, and continuous improvement processes (Lestari et al., 2022). The integration of these managerial functions is essential for ensuring that inclusive education policies are effectively implemented at the school level.

Despite significant policy developments, recent studies indicate that the implementation of inclusive education in Indonesia continues to face considerable challenges. Existing research has largely focused on teachers' attitudes, pedagogical competence, classroom adaptation, and infrastructure availability (Syarif, 2024). These studies consistently report problems related to limited teacher preparedness, inadequate professional development opportunities, insufficient learning accommodations, and restricted institutional support. Although such findings contribute to understanding instructional challenges, they predominantly examine inclusion from a pedagogical perspective and provide limited insight into how managerial processes influence the effectiveness of inclusive education programs.

This situation reveals an important research gap. First, previous studies have rarely investigated inclusive education as an integrated management system that combines planning, organizing, implementation, and supervision functions within a single analytical framework. As a result, the interaction among managerial functions and their contribution to the effectiveness of inclusive education remains insufficiently understood. Second, a gap exists between policy expectations and school-level implementation. Although national regulations emphasize reasonable accommodation and institutional readiness, empirical evidence regarding how schools operationalize these requirements through management practices remains limited. Third, studies focusing specifically on inclusive education management at the junior secondary school level, particularly in schools formally designated as inclusive education providers, are still scarce. Consequently, there is a need for context-specific investigations capable of explaining how management functions support or constrain the implementation of inclusive education.

These gaps are particularly relevant in the context of SMP Negeri 7 Pematang, a public junior secondary school that has implemented inclusive education since 2010. The school consistently admits students with special needs and continues to maintain inclusive educational services. In the 2025/2026 academic year, the school enrolled 10 students with special needs among a total student population of 796, including students with learning difficulties, mild intellectual disabilities, mild physical disabilities, and autism. The relatively stable enrollment of students with special needs over recent years demonstrates the institution's continuing commitment to educational inclusion.



However, preliminary observations indicate several managerial challenges affecting program implementation. The school has only one Special Education Teacher responsible for supporting inclusive services (Ferreira, 2023). Furthermore, differentiated learning practices have not been fully implemented, Individualized Education Programs (IEPs) remain suboptimal, and adaptive learning facilities are still limited. These conditions suggest that the challenges encountered are not solely instructional but also managerial in nature. The effectiveness of planning, coordination, implementation, and monitoring processes may significantly influence the quality of educational services provided to students with special needs (Rahmayanti et al., 2025).

Based on these considerations, this study seeks to address the identified conceptual and implementation gaps by examining inclusive education through the lens of educational management. Specifically, the study investigates: (1) how inclusive education management is implemented at SMP Negeri 7 Pematang Jaya through the functions of planning, organizing, actuating, and controlling; (2) what managerial challenges emerge during the implementation process; and (3) how management practices influence the effectiveness of inclusive educational services for students with special needs.

This study contributes to the growing body of inclusive education research by shifting the analytical focus from predominantly pedagogical issues toward an integrated managerial perspective. The findings are expected to enrich educational management scholarship while providing practical recommendations for strengthening inclusive school governance, institutional capacity, and the sustainability of inclusive education programs.

RESEARCH METHOD

This study employed a qualitative approach with a case study design to develop an in-depth, contextualized, and holistic understanding of how inclusive education management is implemented within the natural setting of an educational institution. A qualitative approach was considered appropriate because the study sought to explore managerial practices, institutional processes, stakeholder interactions, and participants' interpretations regarding inclusive education rather than to test predetermined hypotheses or measure relationships among variables. The case study design enabled an intensive investigation of a single institutional setting, namely SMP Negeri 7 Pematang Jaya, which was purposively selected because of its long-standing status as an inclusive education provider and its distinctive organizational experiences in managing inclusive educational services. Through this design, the study examined how management functions were enacted, interpreted, and experienced by various stakeholders involved in the implementation of inclusive education.

In qualitative inquiry, the researcher served as the primary human instrument responsible for the entire research process. The researcher directly entered the field, established interactions with participants, conducted observations, facilitated interviews, interpreted meanings, and constructed analytical understandings from the collected data. As the primary instrument, the researcher continuously engaged in reflexive interpretation throughout data collection and analysis, enabling the identification of emerging themes, contextual meanings, and institutional dynamics that could not be captured through standardized instruments alone. To support the consistency and focus of data collection, several auxiliary instruments were utilized, including semi-structured interview guides, observation protocols, and documentation review checklists. These



supporting instruments functioned as flexible guides rather than fixed measurement tools, allowing the researcher to adapt data collection procedures according to field conditions and emerging findings.

The focus of this study was the implementation of inclusive education management at SMP Negeri 7 Pematang. Guided by George R. Terry's management theory, the investigation explored managerial practices related to planning, organizing, actuating, and controlling within the implementation of inclusive education (Alwi et al., 2023). Rather than treating these managerial functions as measurable variables, they were utilized as an analytical framework for understanding how inclusive education was planned, coordinated, implemented, monitored, and continuously improved within the school context (Hasibuan et al., 2024). Particular attention was directed toward processes associated with identifying students' needs, allocating resources, coordinating stakeholders, implementing inclusive learning practices, conducting supervision, and evaluating program effectiveness (Sd et al., 2024).

The participants consisted of 12 informants selected purposively based on their direct involvement in the implementation and management of inclusive education (Ali et al., 2025). The informants included the principal, vice principals responsible for curriculum and student affairs, one Special Education Teacher (SET), six subject teachers teaching in inclusive classrooms, two students with special needs, and two parents. Participant selection followed the principle of information richness, ensuring that each informant possessed relevant experiences, responsibilities, and insights concerning inclusive education management (Robbainah & Purnomo, 2025).

Purposive sampling was employed because it enabled the deliberate selection of participants who were considered capable of providing detailed and meaningful information relevant to the research objectives (Jailani & Jeka, 2023). The inclusion criteria included active involvement in inclusive education implementation, familiarity with school management practices and inclusive policies, and willingness to participate in the study. Consistent with qualitative research principles, participant recruitment emphasized information adequacy and data saturation rather than statistical representativeness (Saputro & Raharjo, 2023). Data collection was concluded when recurring themes emerged across interviews, observations, and documents, and no substantively new insights were obtained.

Data were collected through in-depth interviews, participant observation, and document analysis. Semi-structured interviews allowed participants to explain their experiences, perceptions, and interpretations regarding inclusive education management while providing flexibility for the researcher to explore emerging issues in greater depth. Observations were conducted to examine directly how inclusive educational practices and managerial coordination occurred within the school environment. In addition, document analysis was undertaken to obtain supporting evidence and contextual information from institutional records, including school vision and mission statements, organizational structures, work programs, lesson plans, Individualized Education Programs (IEPs), meeting minutes, and evaluation reports.

To ensure the trustworthiness of the findings, the study employed source triangulation, technique triangulation, and member checking. Source triangulation involved comparing information obtained from school leaders, teachers, students, and parents. Technique triangulation was conducted by comparing evidence derived from interviews, observations, and document analysis. Furthermore, member checking was

undertaken by reconfirming preliminary interpretations and emerging findings with participants to ensure that the researcher’s interpretations accurately reflected participants’ intended meanings and experiences.

The research procedure was conducted through three interconnected stages: preparation, fieldwork, and completion. During the preparation stage, the researcher carried out a preliminary study, identified the research problem, reviewed relevant literature, developed supporting instruments, and obtained research permissions. The fieldwork stage involved iterative data collection through interviews, observations, and document analysis. Simultaneously, the researcher engaged in ongoing reflection and preliminary analysis to identify emerging patterns and determine the necessity for additional data collection. The completion stage consisted of data verification, triangulation, member checking, interpretation of findings, and preparation of the final research report.

Data analysis employed the interactive model of qualitative analysis consisting of data reduction, data display, and conclusion drawing. These analytical activities occurred cyclically throughout the research process rather than as separate sequential stages. Analysis began with the transcription and organization of field data, followed by open coding to identify meaningful statements related to inclusive education management practices. The researcher then grouped similar codes into broader categories associated with planning, organizing, actuating, and controlling functions. Through continuous comparison across data sources, these categories were further interpreted to generate themes explaining how inclusive education management was implemented within the school context. The findings were subsequently presented through descriptive narratives and thematic matrices to facilitate interpretation and illustrate relationships among emerging themes. Finally, conclusions were continuously verified through repeated examination of interview data, observational evidence, and institutional documents to ensure analytical consistency, credibility, and contextual validity. Through this iterative analytical process, the study generated a comprehensive understanding of the implementation of inclusive education management at SMP Negeri 7 Pemalang.

RESULTS AND DISCUSSION

Results

Table 1. Thematic Matrix of Inclusive Education Management Implementation at SMP Negeri 7 Pemalang

Management Function	Empirical Findings	Supporting Evidence	Theoretical Interpretation
Planning	Inclusive education principles have been integrated into the school vision, mission, annual work plans, and operational programs. Diagnostic assessments are conducted to identify students’ needs and formulate Individualized Education Programs (IEPs).	Interviews, observations, assessment records, and IEP documentation indicate systematic planning based on student characteristics and learning needs.	Reflects the planning function through goal setting and strategic action formulation. The use of diagnostic assessment data demonstrates evidence-based planning and alignment with Total Quality Management (TQM) principles oriented toward learner needs (Bukhori, 2024).

Management Function	Empirical Findings	Supporting Evidence	Theoretical Interpretation
Organizing	Inclusive education is managed through an integrated organizational structure involving the principal, vice principals, teachers, counseling staff, homeroom teachers, and a Special Education Teacher (SET).	Internal policies, coordination meetings, assessment records, progress reports, and learning evaluation documents support role distribution and collaboration.	Demonstrates work specialization, delegation of authority, and coordination mechanisms consistent with organizing theory (Ghufran, 2022). Collaboration among stakeholders reflects the collaborative school model, although coordination remains suboptimal (Sabrina, 2024)
Actuating	Inclusive learning is implemented within regular classrooms using adaptive modifications under the Merdeka Curriculum. Teachers provide accommodations through simplified materials, flexible assignments, and individualized support.	Interviews, classroom observations, and instructional planning documents reveal variations in implementation quality across teachers and subjects.	Educational programs have been implemented according to established plans; however, human resource mobilization and differentiated instructional practices remain insufficient. Inclusive pedagogy principles have not yet been fully realized.
Controlling	Monitoring and evaluation are conducted through academic supervision, classroom observations, progress monitoring, and periodic evaluation reports.	Supervision reports, learning administration documents, reflective discussions, and IEP evaluation records demonstrate continuous monitoring efforts.	Reflects the controlling function through performance measurement, monitoring, and corrective actions (Sabariah et al., 2024). Nevertheless, specific indicators for evaluating inclusive education effectiveness remain limited.
Supporting Factors	Principal leadership commitment, teacher support, SET involvement, and availability of inclusive administration systems.	Interview, observation, and documentation data indicate strong institutional commitment to inclusive education implementation.	Leadership commitment strengthens organizational capacity and supports sustainable implementation of inclusive education.
Inhibiting Factors	Limited number of SET personnel, insufficient professional development, inadequate facilities, and limited teacher competence in differentiated instruction.	Interviews and observations identify challenges related to instructional adaptation and resource availability.	These constraints affect service quality and require strategic interventions through capacity building, stakeholder collaboration, and resource optimization.

Table 1 provides a thematic overview of the implementation of inclusive education management at SMP Negeri 7 Pematang based on the managerial functions of planning, organizing, actuating, and controlling (POAC), as well as the supporting and inhibiting factors identified during the study. The matrix summarizes the key empirical findings, supporting evidence, and theoretical interpretations derived from interviews, observations, and documentation. The detailed explanation of each management

function is presented in the following sections to provide a comprehensive understanding of the dynamics of inclusive education implementation within the school context.

Discussion

The implementation of inclusive education management at SMP Negeri 7 Pematang Liris provides important theoretical insights into the relationship between managerial structures and the substantive realization of inclusive schooling. Although the school has operationalized the four managerial functions proposed by George R. Terry through planning, organizing, actuating, and controlling activities, the findings suggest that the successful implementation of managerial procedures does not automatically translate into transformative inclusive educational practices. This finding extends the conventional interpretation of Terry's management theory by demonstrating that managerial effectiveness in inclusive education cannot be evaluated solely through the existence of administrative processes, but must also be assessed through the extent to which those processes generate pedagogical transformation and equitable learning experiences for students with diverse educational needs.

Within the planning dimension, the integration of Individualized Education Programs (IEPs) into institutional planning documents reflects a movement toward evidence-based educational decision-making. From a theoretical perspective, this finding supports rational planning theory, which emphasizes the alignment between institutional interventions and learner-specific needs. However, the present study advances existing perspectives by showing that individualized planning alone is insufficient to ensure inclusive learning outcomes when subsequent organizational and instructional mechanisms remain inadequately integrated. Consequently, the findings suggest that effective inclusive planning should be conceptualized not merely as a technical process of documenting student needs but as a collaborative planning system that continuously links assessment data, instructional adaptation, and stakeholder participation within a broader inclusive ecosystem.

A more significant theoretical contribution emerges in the organizing dimension. The findings indicate that inclusive education services have been embedded within the regular organizational structure rather than being managed through separate institutional units. While this arrangement appears consistent with the philosophy of inclusive schooling, the limited effectiveness of multidisciplinary collaboration reveals a notable divergence from the assumptions of the Collaborative School Model. The Collaborative School Model emphasizes that successful inclusion depends upon sustained interdisciplinary collaboration characterized by shared responsibility, collective problem-solving, and continuous communication among teachers, special education personnel, school leaders, and families. In contrast, the present findings indicate that collaboration at SMP Negeri 7 Pematang Liris remains largely administrative and coordination-based rather than pedagogically integrated. This discrepancy suggests that structural inclusion does not necessarily produce collaborative inclusion.

Theoretically, this finding advances the Collaborative School Model by highlighting a critical distinction between structural collaboration and instructional collaboration. Existing collaborative frameworks often assume that the presence of collaborative structures will naturally facilitate collaborative practices. However, the present study demonstrates that collaborative mechanisms may exist formally while failing to generate



meaningful pedagogical integration. Therefore, the findings suggest that future conceptualizations of the Collaborative School Model should place greater emphasis on the quality, depth, and instructional orientation of collaboration rather than merely the existence of collaborative arrangements. This perspective provides a more nuanced understanding of why many inclusive schools continue to experience implementation gaps despite adopting organizational structures that formally support inclusion.

The limited effectiveness of collaboration can also be interpreted through the resource-based view perspective. Rather than functioning solely as a managerial issue, the shortage of Special Education Teachers (SET) represents a strategic organizational resource constraint that directly influences collaborative capacity. The findings indicate that insufficient human resources restrict opportunities for co-planning, co-teaching, and ongoing professional dialogue, thereby weakening the collaborative processes assumed within the Collaborative School Model. This interpretation expands previous discussions by demonstrating that collaborative effectiveness depends not only on organizational commitment but also on the availability and strategic deployment of specialized human resources capable of sustaining interdisciplinary cooperation.

The findings further contribute to organizational change theory by illustrating that barriers to inclusion extend beyond structural limitations and involve deeper cultural dimensions. While inclusive policies have been institutionally adopted, conventional perceptions regarding students with special needs continue to shape instructional behavior and pedagogical decision-making. This situation supports the argument that organizational transformation requires changes in professional beliefs and institutional culture rather than solely procedural adjustments (Muhammadiyah & Lebong, 2023). However, the present study advances this perspective by demonstrating that cultural resistance does not always appear as explicit opposition to inclusive policies. Instead, resistance may manifest subtly through the persistence of traditional instructional routines that limit the implementation of differentiated learning practices. Consequently, inclusive education should be understood as a process of cultural transformation in which professional identities, pedagogical assumptions, and institutional norms evolve simultaneously with policy implementation (Setiyadi et al., 2025).

From the perspective of inclusive pedagogy theory, the implementation of learning activities reveals a significant gap between policy adoption and pedagogical transformation. Although students with special needs participate in regular classrooms, the continued dominance of teacher-centered instruction suggests that inclusion remains procedural rather than transformative. This finding extends inclusive pedagogy literature by illustrating that physical placement within mainstream classrooms should not be considered sufficient evidence of successful inclusion. Rather, meaningful inclusion requires instructional flexibility, differentiated learning experiences, adaptive assessment strategies, and active student participation. The findings therefore reinforce the argument that inclusive education should be evaluated primarily through pedagogical quality rather than through student placement alone.

When compared with previous studies, the present findings both confirm and extend existing knowledge. Muhammadiyah and Lebong (2023) identified teacher competency limitations as a major obstacle to inclusive education implementation. The current study confirms this conclusion but further demonstrates that competency limitations also weaken collaborative structures by reducing opportunities for effective co-planning and instructional adaptation. Similarly, Setiyadi et al. (2025) argued that conventional school



cultures hinder the internalization of inclusive values. The present findings expand this argument by revealing how such cultural barriers directly influence classroom practices, thereby sustaining accommodation-oriented approaches rather than promoting genuine pedagogical inclusion. Furthermore, Elseos et al. (2025) emphasized the importance of instructional leadership and continuous monitoring. While the current findings support this argument, they also suggest that instructional leadership must move beyond supervisory functions and become a catalyst for collaborative professional learning capable of transforming teaching practices (Elseos et al., 2025)

This interpretation is particularly evident within the framework of instructional leadership theory. Although school leaders have demonstrated commitment through supervision and monitoring activities, the findings indicate that leadership practices remain largely compliance-oriented. Theoretically, this finding challenges traditional assumptions that supervision alone is sufficient to improve educational quality. Instead, the study suggests that instructional leadership in inclusive contexts must actively facilitate collaborative inquiry, reflective teaching practices, and professional capacity development. Consequently, leadership effectiveness should be measured not only by monitoring activities but also by its capacity to cultivate sustainable collaborative cultures that support inclusive pedagogy.

Within the controlling dimension, the findings reveal a similar pattern. While monitoring and supervision mechanisms have been implemented, evaluation practices remain predominantly administrative. From a Total Quality Management (TQM) perspective, this situation indicates that quality assurance processes have not yet evolved toward outcome-oriented evaluation systems. More importantly, the findings suggest that continuous improvement in inclusive education requires performance indicators capable of measuring student participation, engagement, belongingness, and learning achievement rather than focusing exclusively on procedural compliance. This interpretation contributes to TQM literature by emphasizing that quality management within inclusive education must incorporate indicators reflecting educational equity and social participation in addition to traditional administrative accountability measures.

Overall, the study provides an important theoretical contribution by demonstrating that the implementation of inclusive education cannot be adequately explained through the POAC framework alone. While Terry's management theory remains relevant for understanding institutional management processes, the findings reveal that inclusive educational transformation emerges through complex interactions among organizational resources, collaborative cultures, pedagogical practices, instructional leadership, and quality assurance mechanisms. In particular, the study advances the Collaborative School Model by showing that collaboration should be conceptualized as a multidimensional pedagogical process rather than merely an organizational arrangement. Therefore, effective inclusive education management should be understood as an integrated system that combines managerial structures, collaborative professional cultures, instructional transformation, and continuous quality improvement to achieve substantive educational inclusion (Elseos et al., 2025).

CONCLUSION

Fundamental Finding: This study found that inclusive education management at SMP Negeri 7 Pemalang has implemented the managerial functions of planning, organizing, actuating, and controlling (POAC) in accordance with George R. Terry's framework.

Inclusive policies have been integrated into school planning through Individualized Education Programs (IEPs), supported by collaborative organizational structures, differentiated instructional practices, and periodic supervision. However, the effectiveness of inclusive education is influenced not only by administrative structures but also by teachers' inclusive pedagogical competence, collaborative culture, and instructional leadership. **Implication:** The findings strengthen the relevance of the POAC framework in inclusive education by emphasizing the integration of managerial, pedagogical, and organizational dimensions. Practically, schools should prioritize continuous professional development, strengthen instructional leadership, and implement sustainable quality assurance systems to improve inclusive educational services. **Limitation:** This study was limited to a single school context and focused primarily on managerial processes and stakeholder perspectives. As a result, the findings may not fully represent inclusive education implementation in different educational settings. **Future Research:** Future studies should involve multiple schools and broader educational contexts to enhance generalizability. Further research may also examine the relationships among management practices, teacher competence, instructional leadership, and student outcomes using comparative, mixed-methods, or longitudinal approaches.

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