

DEVELOPMENT OF AN INCLUSIVE EDUCATION MODEL BASED ON STAKEHOLDER COLLABORATION IN PANGUDI LUHUR ELEMENTARY SCHOOL SEMARANG

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ABSTRACT

This study aims to design and validate an inclusive education model grounded in stakeholder collaboration to enhance support services for students with special needs at Pangudi Luhur Elementary School, Semarang. The research employed a Research and Development (R&D) design referring to the ADDIE model, involving needs analysis, model development, expert validation, and limited implementation. Data were collected through interviews, observations, document analysis, questionnaires, and Focus Group Discussions (FGD) with teachers, parents, school leaders, and special education staff. The expert validation results revealed that the model obtained a score of 91.4% for content validation and 84.3% for media validation, categorizing it as “highly feasible.” During implementation, the model was positively accepted by stakeholders, with an acceptance rate of 84.4% (teachers and school leaders) and 98.2% (parents). The novelty of this research lies in integrating a structured multi-stakeholder framework into the ADDIE-based model of inclusive school management. The findings conclude that the developed model effectively facilitates structured collaboration and strengthens inclusive practices in elementary schools.

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INTRODUCTIONS

Inclusive education is a modern educational approach that values learner diversity and ensures that every child has equal rights to receive quality education. The Government of Indonesia, through the Merdeka Curriculum, emphasizes that learning must be student-centered, flexible, and provide space for the development of each student's potential without discrimination (Kemendikbudristek, 2022). The right to education for all citizens, including individuals with disabilities, is guaranteed in the 1945 Constitution, Article 28H paragraph (2) and Article 31 paragraph (1). Law Number 20 of 2003 on the National Education System and Law Number 8 of 2016 affirm that learners with disabilities are entitled to appropriate education and accommodation at all levels of schooling. This provision is further reinforced by Ministerial Regulation (Permendikbud) Number 48 of 2023, which provides

operational guidance on learning services, assessment, and supporting facilities for students with special needs. At the local level, the Mayor of Semarang Regulation Number 76 of 2020 mandates that every school must provide inclusive education services.

Students with Special Needs (SWSN) are children who experience physical, mental, intellectual, social, or emotional challenges that require educational services suited to their characteristics (Ratnawati, 2018; Sari, 2022). Savitri (2023) emphasizes that each learner with special needs has unique characteristics; therefore, schools must provide support aligned with their individual needs. Thus, students with special needs are not limited to those who experience learning challenges but also those with high intellectual abilities (gifted students) who require more complex learning challenges (Savitri, 2023).

Inclusive education provides opportunities for students with special needs to learn together with regular students in a safe and non-discriminatory environment (Permendiknas No. 70 Year 2009). Ariani, Kusumastuti, and Widodo (2022) assert that inclusive education is built on the principles of accepting diversity and providing equal opportunity. Similarly, Olivia (2017) states that schools implementing inclusive education contribute to shaping a child-friendly culture and tolerance for differences.

The principles of inclusive education emphasize that all children can learn, the curriculum should be flexible, and learning and assessment must be adapted according to the needs of learners with special needs (Sari et al., 2022; Ariani et al., 2022). The success of inclusive practices is greatly influenced by a shared vision among school members and a structured teacher support system (Sari et al., 2022). Models of inclusive education can take the form of full inclusion, where students with special needs learn entirely in regular classrooms, or partial inclusion, where learners receive additional support at specific times (Satriawati, 2021).

Inclusive school management involves not only the learning process but also systematic planning, monitoring, and program evaluation (Sari et al., 2022). Kustawan (2018) states that inclusive management must support the availability of an adaptive curriculum, differentiated instruction, authentic assessment, and continuous evaluation. This indicates that the success of inclusive education is strongly related to the quality of school management systems.

In its implementation, inclusive education requires stakeholder collaboration. Arriani (2016) stresses that the success of services for students with special needs is influenced by the involvement of stakeholders, including teachers, parents, school committees, and the government. Collaboration between parents and teachers has been proven to significantly improve the development of learners with special needs (Nurfadilah et al., 2022). Phytanza et al. (2023) reveal that collaborative models in inclusive education require open communication, active participation, and equality in decision-making.

However, in practice, many inclusive schools lack a structured collaboration model, have limited support personnel, and do not yet implement a standardized management system. This situation also occurs at Pangudi Luhur Elementary School Semarang, which accepts students with special needs but has not yet developed a systematic inclusive education model.

However, previous inclusive education studies have not produced a comprehensive operational model that regulates structured collaboration among school stakeholders. This study addresses the following questions: (1) What are the current challenges in implementing inclusive education at Pangudi Luhur Elementary School? (2) How can stakeholder collaboration be systematically integrated into an inclusive education model?

To address this issue, this study develops an inclusive education model based on stakeholder collaboration using the Research and Development method (R&D). Sugiyono (2019) states that R&D is a method used to produce a product and test its effectiveness. Richey and Klein (2009) assert that R&D processes include planning, production, and product evaluation. Branch (2016) explains that the ADDIE model (Analysis–Design–Development–Implementation–Evaluation) is a flexible and systematic product development model. Thiagarajan (2015) introduced the 4D model (Define–Design–Develop–Disseminate) for the development of educational materials.

In this research, the ADDIE model was chosen because it accommodates the need for developing a school-based inclusive management model. Therefore, based on policy analysis, theoretical review, and empirical findings, this study aims to develop an Inclusive Education Development Model Based on Stakeholder Collaboration at Pangudi Luhur Elementary School Semarang.

METHOD

This study employed a Research and Development (R&D) method with the aim of producing an inclusive education development model based on stakeholder collaboration that can be implemented in Pangudi Luhur Elementary School Semarang. According to Sugiyono (2019), research and development is a method used to produce a specific product and to test its effectiveness through a systematic procedure that begins with needs analysis and ends with product evaluation. This approach is reinforced by Richey and Klein (2009), who explain that R&D consists of three main focuses: product planning, production, and evaluation. To support the development process, this study adopted the ADDIE model (Analysis–Design–Development–Implementation–Evaluation) developed by Branch (2016). The ADDIE model was selected because it is flexible, systematic, and capable of guiding researchers in producing educational products that are feasible and effective. In addition, the 4D model (Define–Design–Develop–Disseminate) proposed by Thiagarajan, Semmel, and Semmel (2015) also served as a supporting reference, as this approach is commonly used in educational product development, particularly those involving expert validation prior to field implementation. The model development process consisted of five ADDIE stages, as shown in the following table:

Table 1. Implementation Procedures of the ADDIE Development Model

ADDIE Stage	Objective	Activities in the Study
Analysis	Identifying field needs and problems	Preliminary study, observation, and interviews to identify the needs for developing an inclusive education model
Design	Designing the initial model	Designing a collaboration model involving teachers, school principals, school committees, and parents
Development	Developing and validating the model	Expert judgment validation and model revision based on expert feedback
Implementation	Implementing the model on a limited scale	Pilot testing of the model at Pangudi Luhur Elementary School Semarang
Evaluation	Assessing model effectiveness	Formative and summative evaluations to examine the model's effectiveness

The study was conducted at Pangudi Luhur Elementary School Semarang, which has implemented inclusive education and has several students with special needs. Participants consisted of one school principal, 10 classroom teachers, two special education teachers, five parents, and two foundation representatives. These participants were selected using purposive sampling because only stakeholders directly involved in services for students with special needs were considered as data sources. Data collection techniques consisted of observation, in-depth interviews, and documentation. Observation was used to examine the implementation of inclusive education services in classrooms; interviews were used to explore stakeholder roles and collaborative patterns; and documentation consisted of the collection of lesson plans, school programs, meeting minutes, and evaluation reports.

Research instruments were developed based on indicators of inclusive education management and multi-stakeholder collaboration, which included observation sheets, interview guidelines, and expert validation forms. Instrument feasibility was assessed based on validity, practicality, and effectiveness. As stated by Slamet (2020), every product of research and development must undergo a validity test to ensure accuracy and feasibility of use. The model validation process was carried out using expert judgment, in line with the view of Richey and Klein (2009) that evaluation in R&D must involve experts to assess product feasibility prior to implementation. Experts involved in the validation consisted of specialists in inclusive education, educational management, and inclusive school practitioners. Validation results were analyzed quantitatively to determine the feasibility category, namely “valid,” “valid with revision,” or “not valid.” After validation, the model was implemented on a limited scale at the school to examine its effectiveness and user responses, followed by formative and summative evaluations as the basis for final model revision.

After validation, the model was implemented on a limited scale at the school to examine its effectiveness and user responses, followed by formative and summative evaluations as the basis for final model revision. Ethical Considerations: The study was approved by the university's ethics committee, and participants gave informed consent before data collection. Thus, this study followed the model development procedure from needs analysis to final evaluation in order to produce an Inclusive Education Development Model Based on Stakeholder Collaboration that is valid, practical, and effective for use in elementary schools implementing inclusive education, in accordance with

the principles of research and development (Sugiyono, 2019; Branch, 2016; Richey & Klein, 2009; Thiagarajan et al., 2015).

RESULT AND DISCUSSION

Result

Results of Needs Analysis and Field Study

Needs analysis was conducted through observations, interviews, and document reviews to identify the school's readiness in implementing inclusive education. The results indicate that Pangudi Luhur Elementary School Semarang has admitted 30 Students with Special Needs (ABK), accounting for 1.15% of the total student population, with varied conditions such as slow learners, autism spectrum disorder (ASD), speech delay, motor impairments, and intellectual disabilities.

Although the school has practiced inclusive education, it does not yet possess written guidelines or Standard Operating Procedures (SOPs), resulting in practices that rely heavily on internal policies and teachers' personal experience. Teachers also acknowledged that they have never received specific training in inclusive education particularly in designing Individualized Education Program (IEP), differentiated instruction, and adaptive assessment. The gap between the ideal conditions of inclusive education and the actual condition of the school is presented in the table below.

Table 2. Comparison Between Ideal Conditions and Actual Conditions

Observed Aspect	Ideal Condition of Inclusive Education	Actual Condition at Pangudi Luhur Elementary School
Guidelines & SOP	Availability of inclusive education SOP as operational reference	No written SOP; implementation relies on teacher experience
Teacher Competence	Teachers trained in IEP and differentiated instruction	Teachers have not received specific training in inclusive education
Stakeholder Collaboration	Formal collaboration (school–parents–foundation–therapists)	Collaboration is informal and sporadic

These findings highlight the urgency of developing an *Inclusive Education Development Model Based on Stakeholder Collaboration* as a more systematic and structured implementation guide that encourages cross-stakeholder cooperation.

Results of Model Development

Based on the needs analysis, the researcher developed an Inclusive Education Development Model Based on Stakeholder Collaboration to address the absence of structured guidelines in Pangudi Luhur Elementary School Semarang. Model development was carried out through three main activities: designing the initial model, producing a model guidebook, and validating the model through expert judgment.

The developed model systematically regulates the roles and functions of every stakeholder involved in inclusive education: the school, teachers, parents, the foundation, and external partners such as Pelangi Kasih therapy center. The model is written in the form of an operational guidebook consisting of ten strategic components: (1) procedures for initial identification and assessment of ABK, (2) registration and administrative mechanisms, (3) communication and collaboration agreement with parents, (4) ABK assistance in intracurricular activities, (5) ABK assistance in extracurricular activities, (6) teacher competence improvement, (7) provision of supporting facilities, (8) development of adaptive learning documents, (9) reporting of ABK progress, and (10) recognition or award mechanisms for ABK.

Once the draft model was completed, expert validation was conducted to assess the feasibility of both the content and the guidebook media. Experts included inclusive education specialists, an educational management expert, and the Pangudi Luhur Foundation's leadership. Validation results show that the model is highly feasible, indicated by a score of 91.4% for content validation and 84.3% for media validation. Experts suggested improving technical terminology, strengthening student autonomy within collaboration procedures, and digitizing the guidebook for easier access.

Additionally, model effectiveness was tested through user perception assessment involving teachers, school leaders, and parents. Results show that the model effectively supports collaboration with an effectiveness rate of 84.4%, while user acceptance and perceived benefit among parents reached 98.2%. These findings confirm that the developed inclusive education model meets three essential aspects feasibility, applicability, and usefulness making it ready for implementation during the next stage, Focus Group Discussion (FGD).

Results of Expert Validation (Expert Judgment)

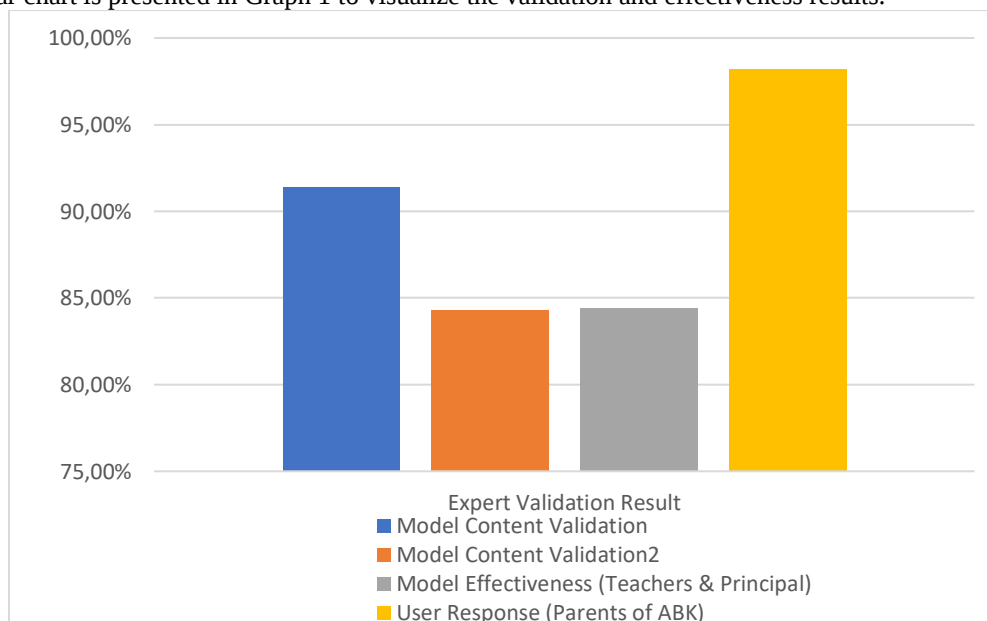
Expert validation was conducted to ensure that the model meets academic feasibility, aligns with inclusive education implementation requirements, and is relevant to user needs at the school. Three validators were involved: an inclusive education expert, an educational management expert, and the Pangudi Luhur Foundation leader as the policy authority. The validators assessed both the model's content and the guidebook's media using a rating instrument. Content validation included the completeness of model components, coherence between parts, and the usefulness of the model for schools. Media validation assessed visual quality, readability, and clarity of content structure.

Validation results show that the model is highly feasible to implement. Validators provided an average score of 91.4% for content validation and 84.3% for media validation, categorized as “*very good*.” Validators also suggested clarifying stakeholder coordination procedures, adding explanations related to adaptive learning documents, and providing digital access to the guidebook for teachers and parents.

Table 3. Expert Validation Results of the Inclusive Education Development Model

Model Validation Aspect	Percentage (%)	Category
Model Content Validation	91.4%	Very Good
Model Content Validation	84.3%	Very Good
Model Effectiveness (Teachers & Principal)	84.4%	Very Good
User Response (Parents of ABK)	98.2%	Very Good

A bar chart is presented in Graph 1 to visualize the validation and effectiveness results.



Graph 1. Visualization of Validation and Model Effectiveness

The visualization shows that parents provide the highest rating at 98.2%, indicating that the model greatly supports clarity of procedures, communication flow, and collaboration between school and families. Content and media validation scores above 84% indicate that the model can be implemented without major revisions. Based on

expert validation, the model is ready to proceed to implementation through Focus Group Discussions (FGD) with stakeholders.

Results of FGD and Model Implementation

After being declared feasible through expert validation, the inclusive education development model was implemented through Focus Group Discussion (FGD) involving the principal, classroom teachers, special education teachers, the inclusion coordinator, parents, and representatives from the foundation. The purpose of the FGD was to gather feedback from stakeholders regarding the relevance and applicability of the model within the school context. During the session, the researcher presented model components, collaboration procedures, and examples of coordination steps for assisting students with special needs. Participants stated that the model fulfilled the school's needs, particularly in clarifying coordination procedures, defining stakeholder roles, and structuring communication flows.

FGD results indicate that the model positively impacts inclusive education implementation. Teachers reported that the guidebook helps them identify ABK needs and determine follow-up steps for classroom intervention. Parents also expressed positive responses because the model provides a formal communication procedure and scheduled collaboration, enabling them to be actively involved in their child's learning process. From an institutional perspective, the foundation noted that the model has potential for implementation not only at Pangudi Luhur Semarang, but also in other Pangudi Luhur schools or public schools implementing inclusive education. To measure model effectiveness, user responses (teachers and principal) and parental feedback were collected. The findings show that the model is considered effective by teachers and the principal with a percentage of 84.4%, while parents gave the highest rating at 98.2%.

The FGD suggested three key follow-ups: (1) the need for continuous teacher training on differentiated learning strategies, adaptive assessment, and the preparation of Individualized Education Programs (IEP); (2) the gradual provision of supporting facilities through collaboration with the foundation; and (3) the establishment of a structured monitoring and evaluation system that involves parents and special education teachers in reviewing ABK progress. Based on the FGD implementation, the model is ready for application and has strong potential to be replicated in other schools. Its clarity of collaboration flow, defined roles of each stakeholder, and structured documentation system make the model not only feasible but also highly applicable for inclusive education implementation at the school level.

Discussion

The needs analysis shows that Pangudi Luhur Elementary School Semarang has admitted 30 students with special needs (SWSN); however, the school does not yet have a Standard Operating Procedure (SOP) or guideline for inclusive education, resulting in service implementation that relies solely on teacher experience and remains unstructured. This condition indicates that the main challenge is not the presence of students with special needs, but rather the absence of a foundational system for inclusive management. Genovesi et al. (2022) found that the failure of inclusion typically occurs due to the lack of formal coordination among stakeholders, not due to the characteristics of the students. This is consistent with Turner and Charman (2022), who emphasize that stakeholder involvement from the planning stage determines the success of inclusive implementation.

In addition, limited teacher competence also becomes another inhibiting factor. Teachers have not yet received formal training in developing an Individualized Education Program (IEP), adaptive assessment, or differentiated instruction, causing services to be carried out through trial and error. Ali and Jelas (2023) found that inadequate teacher competence in inclusive settings leads to sporadic and unsystematic collaboration among stakeholders. Ainsworth and Morris (2024) further assert that inclusive education can only succeed when schools shift their practice from merely placing students in classrooms to adopting a systemic approach based on policy, structure, and clear division of roles.

Although the school has potential collaboration opportunities with the foundation, parents, and therapy institution of Pelangi Kasih, the current collaboration remains informal—there is no scheduled communication forum or written agreement. Falvey et al. (2018) state that informal collaboration is insufficient to ensure service sustainability because it does not produce shared accountability. Ricci et al. (2019) add that inclusive success is highly influenced by shared perceptions between schools, parents, and external agencies. Yusuf et al. (2022) also emphasize that structured parental involvement strengthens the continuity of intervention between school and home, thus

accelerating student development. This needs analysis highlights a significant gap between ideal inclusive education and the actual condition of the school in terms of operational guidelines, teacher competence, and the collaboration system. OECD (2023) states that improvement in inclusion quality will only occur if schools build a systemic and sustainable multi-stakeholder collaboration model rather than a short-term technical procedural approach.

Based on the identified needs, this research developed an Inclusive Education Model Based on Stakeholder Collaboration in the form of an operational guideline. The guideline contains ten core components, ranging from SWSN identification and initial assessment, intracurricular and extracurricular assistance, to reporting student progress. The preparation of the guidebook was based on the principle of collaborative model development that positions the school as the center of stakeholder coordination (teachers, parents, therapists, foundation). Florian (2023) asserts that inclusion becomes effective only when schools have a formal collaboration mechanism translated into an operational model. These findings are reinforced by Zulkifli, Rahman, and Ahmad (2024), who assert that inclusive education requires a systemic model that regulates relationships between school policies, classroom practices, and family participation. Likewise, Solheim and Haug (2023) emphasize that inclusive models must focus on coherent practices between classroom teachers, shadow teachers, and therapists to avoid service gaps. At the same time, Campbell, Hurlbut, and Leaves (2023) show that documented collaboration models improve coordination and reduce role conflict among stakeholders.

Furthermore, this model development follows the principles of a multidisciplinary collaboration model recommended by Ningsih and Prasetyo (2023), who highlight that inclusive education must integrate professional assessment results into school documents such as the Individualized Education Program (IEP). The whole-education approach was also applied in this model, aligning with Thompson and Nielsen (2022), who argue that inclusive model design should combine school capacity, family involvement, and external support into a single ecosystem. Specifically, the guidebook developed in this research answers the critique of Kumar and Sharma (2023), who stated that many inclusive models remain conceptual and do not reach the procedural level at schools, making them difficult to implement. Therefore, the model in this study not only contains theoretical principles but also provides templates, communication flowcharts between schools and parents, and ready-to-use assessment instruments.

After the model was developed in the form of an operational guideline, expert validation was conducted to assess the feasibility of the model's content and media. The validation involved experts in inclusive education, educational management, and school-level decision-makers, using a rating category of "valid," "valid with revisions," or "not valid" based on clarity, relevance, and usefulness. The validation results show a score of 91,4% for content validation and 84,3% for media validation, indicating that the model is highly feasible for implementation. The success of this process aligns with the practice of model development and instrument validation that uses expert judgment as a key procedure to guarantee content validity (Adillah, Ridwan & Rahayu, 2022). Furthermore, research on teacher competence and learning assessment confirms that expert judgment produces high reliability and validity when implemented systematically (García-González et al., 2022). This principle supports that inclusive models validated by experts have a solid foundation for implementation. In the context of inclusion and stakeholder collaboration, the literature suggests that model validation is not only about technical aspects but also institutional readiness and participatory processes among schools, families, and community stakeholders. Cahapay (2023) found that models that incorporate external stakeholder input, including parents and service institutions, have higher adoption rates at schools. Thus, the high validation result in this research indicates that the model accommodates input from both school systems and external actors, making it more realistic and applicable.

Despite the highly positive validation results, several suggestions were noted from the experts, such as digitalizing the model so it can be accessed by teachers and parents, gradually improving SWSN supporting facilities, and developing stricter monitoring procedures. These suggestions demonstrate that although the model is feasible, there remains space for further refinement to enhance applicability and sustainability. After the model was declared feasible through expert validation, the next stage was implementing the model through a Focus Group Discussion (FGD) involving the principal, classroom teachers, special education teachers, parents of SWSN, and foundation representatives as decision-makers. The FGD was used to examine the model's practical applicability and gather feedback regarding its feasibility and functionality in operational school settings. The results show that the model helps clarify collaboration procedures among stakeholders, starting from initial assessment, learning support, to reporting SWSN progress. These findings are consistent with Harris and Jones (2023), who argue that educational

models can only be implemented when supported by intensive communication among stakeholders through formal forums such as FGD. Similarly, Taylor and Tracy (2022) find that the success of a model in inclusive schools is strongly influenced by teacher and parent involvement during decision-making.

In this FGD, teachers expressed that the guidebook helped them determine differentiated learning strategies and referral procedures for therapy when necessary. This perspective is supported by Meyer, Davies, and Lawson (2021), who state that operational documents for inclusion minimize miscommunication and accelerate decision-making processes at schools. Parents also provided positive responses regarding the collaborative communication system introduced by the model. Parents stated that previously they did not have clarity regarding SWSN progress reporting procedures, but with the model, communication became structured and transparent. This aligns with Wilder and Lewis (2023), who emphasize that inclusion programs achieve better outcomes when parents are positioned as co-decision-makers in the learning process. This parental participation also aligns with Oliveira et al. (2022), who found that schools practicing intensive communication between parents and teachers show significant improvements in students' academic and social development.

From the FGD, several improvement recommendations were generated: (1) continuous training for teachers on IEP development and adaptive assessment, (2) digitalization of the model into an online school platform, and (3) establishment of a monitoring and evaluation mechanism. These recommendations support Hugo and Kurnia (2024), who state that educational innovation models must be iterative and revised based on field evaluation. Jonathan and Baxter (2023) further argue that successful implementation of school models depends on the post-intervention monitoring system rather than initial validation. Overall, the FGD confirms that the model is not only theoretically valid but also practically applicable and accepted by parties involved in inclusive education, with a user acceptance rate of 84,4% from teachers/school leaders and 98,2% from parents.

CONCLUSION

This study resulted in the development of an Inclusive Education Model Based on Stakeholder Collaboration designed to strengthen educational services for Students with Special Needs (SWSN) at Pangudi Luhur Elementary School Semarang. Based on the needs analysis and field study, the school has demonstrated commitment to implementing inclusive education; however, it lacks a systematic operational guideline that regulates coordination among classroom teachers, special education support teachers, parents, and external professional service providers. This condition has led to suboptimal service delivery for students with special needs and inadequate documentation of intervention processes.

The model was developed in the form of an operational guidebook that includes the main components of inclusive education, starting from assessment procedures, the development of the Individualized Education Program (IEP), differentiated instructional strategies, communication and reporting mechanisms, to monitoring the progress of students with special needs. The model was validated by experts in educational management and inclusive education and was categorized as highly feasible, as evidenced by the validation score of 91.4% for content and 84.3% for media. These results indicate that the model meets the criteria of content feasibility, structural clarity, and ease of implementation.

Furthermore, the implementation of the model through Focus Group Discussion (FGD) and limited trials revealed that the model significantly supported the school in clarifying stakeholder roles and improving coordination effectiveness. Most teachers and parents responded positively to the model, with an acceptance level of 84.4% from teachers and school leaders, and **98.2%** from parents. These findings confirm that the model is not only theoretically valid but also relevant and practical for use in school settings.

This study was limited to one elementary school and did not measure long-term impact; future studies should apply the model in broader contexts. The model is recommended as a prototype for inclusive education policies at the municipal level.

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