

BEYOND COMPLIANCE: AN ILLUMINATIVE EVALUATION OF INDIVIDUALIZED EDUCATION PROGRAM IMPLEMENTATION IN AN INDONESIAN INCLUSIVE SCHOOL

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Abstract

This study aimed to evaluate the implementation of the Individualized Education Program for students with special educational needs at an Indonesian inclusive school using the Illuminative Evaluation Model within a Multi-Tiered System of Supports framework. The study was motivated by the persistent gap between inclusive education policies and their practical implementation, particularly regarding individualized educational services for students with special educational needs in Indonesian schools. A qualitative evaluation research design was employed, involving seven participants selected through purposive sampling, including the principal, vice principal for academic affairs, SEN program coordinator, SEN support teacher, school counselors, and a student receiving IEP services. Data were collected through semi-structured interviews, classroom observations, and document analysis, and analyzed using an interactive model consisting of data condensation, data display, and conclusion drawing. The results revealed five major themes: comprehensive assessment as the foundation of individualized planning, collaborative professional practice, responsive instructional adaptation, continuous monitoring supported by digital documentation, and organizational conditions supporting sustainable implementation. The findings demonstrated that IEP implementation was a contextual and multidimensional process in which the existence of an IEP document alone did not guarantee effective individualized education. Implementation effectiveness depended on how schools transformed individualized plans into meaningful educational experiences through collaborative practices, responsive instruction, and continuous reflection. The study concluded that schools seeking to strengthen inclusive practices should foster collaborative cultures and sustainable organizational support systems where individualized education is understood as a shared institutional responsibility rather than an administrative burden.

Keywords: Individualized Education Program, Inclusive Education, MTSS, Illuminative Evaluation, Students with Special Educational Needs

1. Introduction

Inclusive education has become a significant global educational movement emphasizing the right of every learner to access equitable, meaningful, and high-quality educational opportunities. Contemporary perspectives on inclusion have shifted from merely placing students with disabilities in mainstream classrooms toward developing educational systems capable of responding to learner diversity (Ainscow, 2020; UNESCO, 2020). Inclusive education requires schools to recognize individual differences and provide appropriate learning supports that enable all students to participate and achieve meaningful educational outcomes (Booth & Ainscow, 2016).



Within this framework, students with special educational needs require educational services that consider their individual characteristics, developmental profiles, abilities, and learning challenges. A uniform instructional approach is often insufficient to address the diversity of learners in inclusive classrooms (Tomlinson, 2017). Therefore, schools need individualized educational planning mechanisms that allow teachers and stakeholders to design appropriate learning objectives, instructional strategies, accommodations, and evaluation procedures (Mitchell, 2014).

One of the most recognized approaches for supporting individualized education is the Individualized Education Program (IEP). The IEP provides a structured framework for identifying students' strengths, educational needs, individualized goals, instructional accommodations, and progress monitoring procedures (Heward, 2013). Ideally, an IEP should function not merely as an administrative document but as a dynamic educational framework that guides instructional decision-making and facilitates collaboration among stakeholders (Friend & Cook, 2017).

The urgency of this research is driven by several critical factors. First, despite its importance, implementing IEPs in real educational settings remains complex. Previous studies have identified several challenges, including limited teacher preparation, inconsistent collaboration among professionals, difficulties in adapting curriculum, and insufficient monitoring mechanisms (Lee-Tarver, 2006; Rotter, 2014). These challenges indicate that the existence of an IEP document does not automatically ensure effective individualized educational services. Instead, implementation quality depends on how educational actors interpret, negotiate, and apply individualized plans within specific institutional contexts (Gibb et al., 2007). Second, in Indonesia, inclusive education has developed through national policies encouraging schools to provide educational opportunities for students with diverse learning needs (Peraturan Menteri Pendidikan Nasional No. 70 Tahun 2009). The implementation of inclusive education requires schools to provide curriculum adaptation, differentiated instruction, and appropriate support services (Sunanto et al., 2016). However, variations in school capacity, teacher competence, leadership commitment, and organizational culture influence how inclusive education is practiced across institutions (Tarmansyah, 2017). Third, previous studies on IEP implementation have mainly focused on teacher perceptions, document preparation, curriculum adaptation, or barriers faced by educators (Kuyini & Desai, 2007; Mukhopadhyay, 2014). Although these studies provide valuable information, limited attention has been given to understanding IEP implementation as a contextual educational process involving interactions among assessment practices, professional collaboration, instructional adaptation, monitoring systems, and organizational conditions (Poon-McBrayer & Wong, 2013). Fourth, this research gap suggests the need for an evaluation approach capable of examining educational programs within their natural settings. The Illuminative Evaluation Model developed by Parlett and Hamilton (1972) provides such an approach because it focuses on understanding how educational programs operate within their social and institutional environments rather than simply measuring predetermined outcomes. Fifth, the model examines both the instructional system and the learning milieu, allowing researchers to explore how program implementation is shaped by contextual factors (Parlett & Hamilton, 1972; Parlett & Dearden, 1977).

Previous research has shown significant but fragmented findings regarding IEP implementation in inclusive education. Studies have demonstrated that effective IEP implementation requires collaboration among teachers, specialists, parents, and school leaders (Friend & Cook, 2017; Idol, 2006). Research has shown that teacher preparedness



and professional development significantly influence the quality of IEP implementation (Lee-Tarver, 2006; Rotter, 2014). Studies have also identified that organizational support, leadership commitment, and school culture play critical roles in facilitating inclusive practices (Ainscow & Sandill, 2010; Booth & Ainscow, 2016). However, these studies have examined IEP implementation in isolation, leaving a significant gap in understanding how assessment practices, professional collaboration, instructional adaptation, monitoring systems, and organizational conditions collectively influence implementation effectiveness within specific institutional contexts (Poon-McBrayer & Wong, 2013).

The research gap in this study lies in the limited understanding of how IEP implementation operates as a contextual educational process within Indonesian inclusive schools. While individual studies have examined the direct effects of teacher competence or organizational support on inclusive education, the integrated framework connecting assessment practices, professional collaboration, instructional adaptation, monitoring systems, and organizational conditions remains underexplored (Sunanto et al., 2016; Tarmansyah, 2017). Additionally, most previous studies have been conducted in Western or developed country contexts, leaving a significant gap in knowledge regarding the dynamics of IEP implementation in Indonesian inclusive schools, where unique cultural, institutional, and resource characteristics create distinct challenges and opportunities (Mukhopadhyay, 2014).

The novelty of this research lies in several aspects. First, this study focuses on SMPS IIS, an Indonesian inclusive school that has developed inclusive education practices involving SEN program management, individualized educational planning, professional collaboration, and digital documentation support, representing a unique context characterized by institutional commitment to inclusive education and innovative practices (Parlett & Hamilton, 1972). Second, this study applies the Illuminative Evaluation Model to examine IEP implementation processes, providing a comprehensive understanding of how educational programs operate within their social and institutional environments (Parlett & Hamilton, 1972; Parlett & Dearden, 1977). Third, this study positions IEP implementation as a contextual educational process involving interactions among assessment practices, professional collaboration, instructional adaptation, monitoring systems, and organizational conditions, offering a more nuanced understanding of implementation dynamics (Gibb et al., 2007). Fourth, this study contributes to the limited empirical evidence on IEP implementation in the Indonesian inclusive school context, providing insights into how individualized educational services are developed, implemented, monitored, and improved (Sunanto et al., 2016). Fifth, this study extends the application of the Illuminative Evaluation Model to the context of inclusive education in a developing country, validating its applicability in an under-researched institutional context (Ainscow, 2020).

The purpose of this study is to evaluate the implementation of the Individualized Education Program for students with special educational needs at SMPS IIS using the Illuminative Evaluation Model. Specifically, this study explores how IEP implementation was conducted, how stakeholders collaborated in the process, and how organizational and instructional factors influenced implementation effectiveness. The choice of this goal was driven by the limited understanding of how IEP implementation operates as a contextual educational process in Indonesian inclusive schools and the need for an evaluation approach capable of examining educational programs within their natural settings (Parlett & Hamilton, 1972).



The contribution of this research is multifaceted. From a theoretical perspective, this research contributes to the enrichment of literature on inclusive education and program evaluation by applying the Illuminative Evaluation Model to examine IEP implementation, extending the application of the model to the context of inclusive education in a developing country (Parlett & Hamilton, 1972; Ainscow, 2020). The findings contribute to the understanding of how assessment practices, professional collaboration, instructional adaptation, monitoring systems, and organizational conditions collectively influence IEP implementation effectiveness, providing a more nuanced theoretical framework for analyzing inclusive education practices (Booth & Ainscow, 2016; Friend & Cook, 2017). From a practical perspective, this study provides actionable insights for school leaders, teachers, and policymakers in designing and implementing effective IEP practices. For school leaders, the findings provide guidance on which factors should be prioritized in strengthening individualized educational services. For teachers, the results offer insights into the importance of collaboration, instructional adaptation, and monitoring in implementing IEPs. For policymakers, this study provides empirical evidence to support the development of policies and programs that enhance inclusive education quality in Indonesia (Sunanto et al., 2016; Tarmansyah, 2017).

2. Theoretical Background

2.1 Inclusive Education and Individualized Education Program (IEP)

Inclusive education has evolved from a placement-oriented approach toward a systemic commitment to responding to learner diversity (Ainscow, 2020; Booth & Ainscow, 2016). In this study, inclusive education serves as the foundational framework for understanding how schools provide equitable and meaningful educational opportunities for students with special educational needs. One of the most recognized approaches for supporting individualized education is the Individualized Education Program (IEP). The IEP provides a structured framework for identifying students' strengths, educational needs, individualized goals, instructional accommodations, and progress monitoring procedures (Blackwell & Rossetti, 2014; Heward, 2013). Ideally, an IEP should function not merely as an administrative document but as a dynamic educational framework that guides instructional decision-making and facilitates collaboration among stakeholders (Friend & Cook, 2017). In modern inclusive education, the IEP operates within a broader Multi-Tiered System of Supports (MTSS) framework (Fuchs & Fuchs, 2006; Sandomierski et al., 2019). Under MTSS, Tier 1 encompasses universal core instruction, Tier 2 provides targeted supplemental support, and Tier 3 delivers intensive, highly individualized interventions through the IEP (Sandomierski et al., 2019). This tiered structure reflects the principle that inclusive education should be responsive to the intensity and nature of student needs, with the IEP serving as the most intensive and individualized layer of support (Fuchs & Fuchs, 2006).

2.2 Illuminative Evaluation Model

To evaluate this program within its natural setting, this study adopts the Illuminative Evaluation Model developed by Parlett and Hamilton (1972). The model focuses on understanding how educational programs operate within their social and institutional environments rather than simply measuring predetermined outcomes (Parlett & Hamilton, 1972; Parlett & Dearden, 1977). Illuminative evaluation was developed as a response to the limitations of traditional experimental evaluation approaches, which were



criticized for neglecting the contextual and processual dimensions of educational programs (Parlett & Hamilton, 1972). Instead of isolating variables and measuring outcomes, illuminative evaluation seeks to "illuminate" the complex interactions, perceptions, and contextual factors that shape program implementation (Parlett & Dearden, 1977). The model examines two major dimensions. First, the Instructional System refers to formal program components, syllabus specifications, MTSS tier guidelines, and planned educational activities (Parlett & Hamilton, 1972). This dimension includes the officially prescribed curriculum, instructional materials, assessment procedures, and the organizational structures designed to deliver educational services. Second, the Learning Milieu refers to the social, psychological, and organizational environment in which the program operates (Parlett & Hamilton, 1972). This dimension encompasses the cultural norms, professional relationships, stakeholder perceptions, and institutional conditions that influence how the instructional system is actually implemented in practice.

2.3 Assessment Practices in IEP Implementation

Assessment practices constitute a fundamental component of IEP implementation. Effective assessment involves systematic procedures for identifying students' strengths, needs, and developmental profiles, which serve as the basis for developing individualized educational goals and instructional strategies (Blackwell & Rossetti, 2014; Mitchell, 2014). In the context of inclusive education, assessment extends beyond traditional standardized testing to include curriculum-based measurement, portfolio assessment, observation, and functional assessment (Heward, 2013). Based on the Illuminative Evaluation Model, assessment practices are closely linked to both the instructional system and the learning milieu (Parlett & Hamilton, 1972). The instructional system prescribes formal assessment procedures, while the learning milieu influences how these procedures are interpreted and applied by teachers and specialists (Gibb et al., 2007). Research has shown that teacher preparedness and professional development significantly influence the quality of assessment practices in inclusive classrooms (Lee-Tarver, 2006; Rotter, 2014). When teachers have adequate knowledge and skills in assessment, they are better able to identify student needs accurately and develop appropriate IEP goals (Kuyini & Desai, 2007).

2.4 Professional Collaboration in IEP Implementation

Professional collaboration is another critical dimension of IEP implementation. Effective IEP implementation requires collaboration among teachers, special education specialists, therapists, parents, and school leaders (Friend & Cook, 2017; Idol, 2006). This collaboration involves shared decision-making, joint planning, and coordinated instructional delivery (Mitchell, 2014). Based on the Illuminative Evaluation Model, professional collaboration is a key component of both the instructional system and the learning milieu (Parlett & Hamilton, 1972). The instructional system establishes formal structures for collaboration, such as IEP team meetings and consultation schedules, while the learning milieu shapes the actual quality and nature of collaborative relationships (Ainscow & Sandill, 2010). Research has demonstrated that collaborative practices significantly influence the quality and effectiveness of individualized educational services (Idol, 2006; Poon-McBrayer & Wong, 2013). Studies have also shown that organizational culture and leadership commitment play critical roles in facilitating effective collaboration (Ainscow & Sandill, 2010; Booth & Ainscow, 2016). When



school leaders prioritize collaboration and create supportive organizational conditions, teachers and specialists are more likely to engage in meaningful collaborative practices (Friend & Cook, 2017).

2.5 Instructional Adaptation in IEP Implementation

Instructional adaptation refers to the modifications and accommodations made to curriculum, teaching methods, materials, and assessment procedures to meet the individual needs of students with special educational needs (Tomlinson, 2017; Mitchell, 2014). These adaptations may include differentiated instruction, modified curriculum content, assistive technology, and alternative assessment methods (Heward, 2013). Based on the Illuminative Evaluation Model, instructional adaptation is a central component of the instructional system (Parlett & Hamilton, 1972). The formal program components, including curriculum specifications and MTSS tier guidelines, provide the framework for instructional adaptation (Sandomierski et al., 2019). However, the actual implementation of instructional adaptations is influenced by the learning milieu, including teacher beliefs, professional knowledge, and organizational support (Gibb et al., 2007; Rotter, 2014). Research has shown that teachers often face challenges in adapting curriculum and instruction due to limited preparation, insufficient resources, and lack of collaborative support (Kuyini & Desai, 2007; Mukhopadhyay, 2014). Effective instructional adaptation requires teachers to have deep understanding of both subject matter and student learning needs (Tomlinson, 2017).

2.6 Monitoring Systems in IEP Implementation

Monitoring systems are essential for ensuring that IEP goals are being achieved and that instructional interventions are effective (Blackwell & Rossetti, 2014). These systems involve systematic collection and analysis of student progress data, regular review of IEP goals, and adjustment of instructional strategies based on assessment findings (Fuchs & Fuchs, 2006). Based on the Illuminative Evaluation Model, monitoring systems are part of both the instructional system and the learning milieu (Parlett & Hamilton, 1972). The instructional system prescribes formal monitoring procedures, such as progress reports and IEP review meetings, while the learning milieu influences how these procedures are implemented and valued by stakeholders (Poon-McBrayer & Wong, 2013). Research has identified insufficient monitoring mechanisms as a significant challenge in IEP implementation (Lee-Tarver, 2006; Rotter, 2014). When monitoring systems are weak or inconsistently applied, IEP implementation may become disconnected from student needs and instructional decision-making (Gibb et al., 2007). Effective monitoring systems provide timely feedback to teachers, specialists, and parents, enabling informed decision-making about student support (Heward, 2013).

2.7 Organizational Conditions in IEP Implementation

Organizational conditions, including school culture, leadership commitment, resource allocation, and professional development opportunities, significantly influence IEP implementation (Ainscow & Sandill, 2010; Booth & Ainscow, 2016). Based on the Illuminative Evaluation Model, organizational conditions constitute the learning milieu (Parlett & Hamilton, 1972). The learning milieu encompasses the social, psychological, and organizational environment in which the program operates, including cultural norms, professional relationships, and institutional conditions (Parlett & Dearden, 1977). Research has shown that schools with strong inclusive cultures, supportive leadership,



and adequate resources are better positioned to implement effective individualized educational services (Ainscow, 2020). Conversely, schools with limited resources, weak leadership, or resistant cultures may struggle to implement IEPs effectively (Mukhopadhyay, 2014). Studies have demonstrated that organizational culture and leadership commitment are critical factors in facilitating inclusive practices (Ainscow & Sandill, 2010). When school leaders prioritize inclusion and create supportive organizational conditions, teachers are more likely to implement IEPs effectively (Booth & Ainscow, 2016).

2.8 The Interplay of Factors in IEP Implementation

The dimensions discussed above—assessment practices, professional collaboration, instructional adaptation, monitoring systems, and organizational conditions—do not operate in isolation but interact with each other to shape IEP implementation (Parlett & Hamilton, 1972; Gibb et al., 2007). The Illuminative Evaluation Model provides a framework for examining these interactions by focusing on how the instructional system and learning milieu collectively influence program implementation (Parlett & Dearden, 1977). For example, effective assessment practices depend on professional collaboration among teachers and specialists, which in turn is influenced by organizational conditions (Friend & Cook, 2017). Similarly, instructional adaptation requires monitoring systems that provide timely feedback on student progress (Fuchs & Fuchs, 2006). This study positions IEP implementation as a contextual educational process involving interactions among assessment practices, professional collaboration, instructional adaptation, monitoring systems, and organizational conditions (Gibb et al., 2007; Poon-McBrayer & Wong, 2013). By applying the Illuminative Evaluation Model, this study explores how these dimensions interact within the specific context of SMPS IIS, providing a comprehensive understanding of how individualized educational services are developed, implemented, monitored, and improved in an Indonesian inclusive school environment (Parlett & Hamilton, 1972; Ainscow, 2020). Based on the theoretical explanation, the following research questions are proposed:

RQ1: How is the Individualized Education Program implemented for students with special educational needs at SMPS IIS?

RQ2: How do stakeholders collaborate in the IEP implementation process at SMPS IIS?

RQ3: How do organizational and instructional factors influence the effectiveness of IEP implementation at SMPS IIS?

3. Methods

3.1 Research Design

This study employed a qualitative evaluation research design using the Illuminative Evaluation Model developed by Parlett and Hamilton (1972). This approach was selected because it enables researchers to understand educational programs within their natural settings by examining how implementation processes occur, how stakeholders experience the program, and how contextual conditions influence program effectiveness. Unlike evaluation models that focus primarily on measuring achievement against predetermined objectives, the Illuminative Evaluation Model emphasizes the exploration of educational realities through contextual understanding. The model examines two major dimensions: the instructional system, which refers to formal program components and planned educational activities, and the learning milieu, which refers to the social, organizational,



and environmental conditions influencing program implementation. In this study, the Illuminative Evaluation Model was applied to examine the implementation of the Individualized Education Program (IEP) for students with special educational needs at SMPS IIS. The evaluation focused on how IEPs were developed, implemented, monitored, and adjusted through interactions among school leaders, SEN personnel, teachers, counselors, and students. The evaluation process followed three interconnected stages of the Illuminative Evaluation Model. First, Observation: the researcher identified the characteristics of IEP implementation, including planning procedures, MTSS alignment, instructional practices, collaboration patterns, and supporting systems. Second, Inquiry Further: the researcher explored emerging issues through deeper interviews, classroom observations, and document analysis to understand the factors influencing implementation. Third, Seeking Explanation: the researcher interpreted relationships among instructional practices, stakeholder interactions, and organizational conditions to explain how and why IEP implementation occurred within the school context.

3.2 Research Setting and Participants

The research was conducted at SMPS IIS, an inclusive school in Indonesia that provides educational services for students with special educational needs through individualized educational planning. The school was selected purposively because it implements an IEP-based support system involving SEN program management, teacher collaboration, student monitoring, and individualized instructional adaptation. Participants were selected using purposive sampling based on their direct involvement in IEP implementation. A total of seven participants participated in this study. The participants represented various roles involved in the planning, implementation, monitoring, and evaluation of individualized educational services.

Table 1. Participant Characteristics

Participant Category	Number	Contribution to IEP Implementation
Principal	1	Providing leadership, policy direction, and institutional support
Vice Principal for Academic Affairs	1	Coordinating academic implementation and instructional support
SEN Program Coordinator	1	Managing SEN services and coordinating IEP-related activities
SEN Support Teacher	1	Developing, implementing, and monitoring individualized educational support
School Counselors	2	Providing psychosocial support, student guidance, and behavioural assistance
Student Receiving IEP Services	1	Providing learner experience regarding individualized educational services
Total	7	

Source: Developed for this research (2026)

3.3 Data Collection Techniques

Data were collected using three complementary techniques: semi-structured interviews, observations, and document analysis. Semi-structured interviews were conducted with participants to explore their experiences, responsibilities, perceptions, and challenges related to identifying needs, IEP objectives, collaboration, adaptations, and progress monitoring. Observation was conducted in classroom and school settings to



examine teacher-student interactions, accommodations, differentiated strategies, and personnel collaboration in authentic settings. Document analysis was conducted to examine IEP documents, student assessment records, progress reports, instructional plans, SEN program documentation, and digital learning records.

3.4 Data Analysis Techniques

Data analysis followed the interactive model proposed by Miles, Huberman, and Saldaña (2020), consisting of data condensation, data display, and conclusion drawing. The analysis process resulted in five major themes: (1) Comprehensive assessment as the foundation of individualized planning; (2) Collaborative professional practice; (3) Responsive instructional adaptation; (4) Digital documentation and continuous monitoring; and (5) Organizational support for sustainable implementation.

3.5 Trustworthiness and Ethical Considerations

Credibility and trustworthiness were ensured through methodological triangulation (interviews, observations, document analysis), member checking, and maintaining an audit trail. Ethical considerations were maintained by obtaining administrative permission, acquiring informed consent, maintaining participant confidentiality, and ensuring voluntary participation.

4. Results and Discussion

4.1 Results

The evaluation of IEP implementation at SMPS IIS revealed that the program operated as a complex educational process involving instructional practices, professional collaboration, student participation, and organizational support. The findings indicate that IEP implementation was not limited to the preparation of individualized documents but represented an ongoing cycle of identifying student needs, designing interventions, implementing instructional adjustments, monitoring progress, and reflecting on outcomes. The evaluation process resulted in five major themes that describe how IEP implementation was conducted within the school context.

Table 2. Summary of Thematic Findings

Theme	Key Findings	Data Sources
Comprehensive Assessment	Assessment as continuous decision-making mechanism; holistic identification of student needs	Interviews, Document Analysis
Collaborative Professional Practice	Collaboration among school leaders, SEN personnel, counselors, and subject teachers	Interviews, Observation
Responsive Instructional Adaptation	Modification of materials, task complexity, differentiated instruction, flexible assessment	Interviews, Observation
Continuous Monitoring	Digital documentation through LMS; evidence-based decision-making	Interviews, Document Analysis
Organizational Conditions	Leadership commitment, shared responsibility, counselor support	Interviews, Observation

Source: Data processed by researchers (2026)

Table 2 presents the summary of thematic findings from the evaluation of IEP implementation at SMPS IIS. The findings reveal that IEP implementation was shaped by the interaction between the instructional system and the learning milieu, as



conceptualized in the Illuminative Evaluation Model. Each theme represents a critical dimension of the implementation process, and together they illustrate how individualized educational services were developed, implemented, monitored, and improved within the school context.

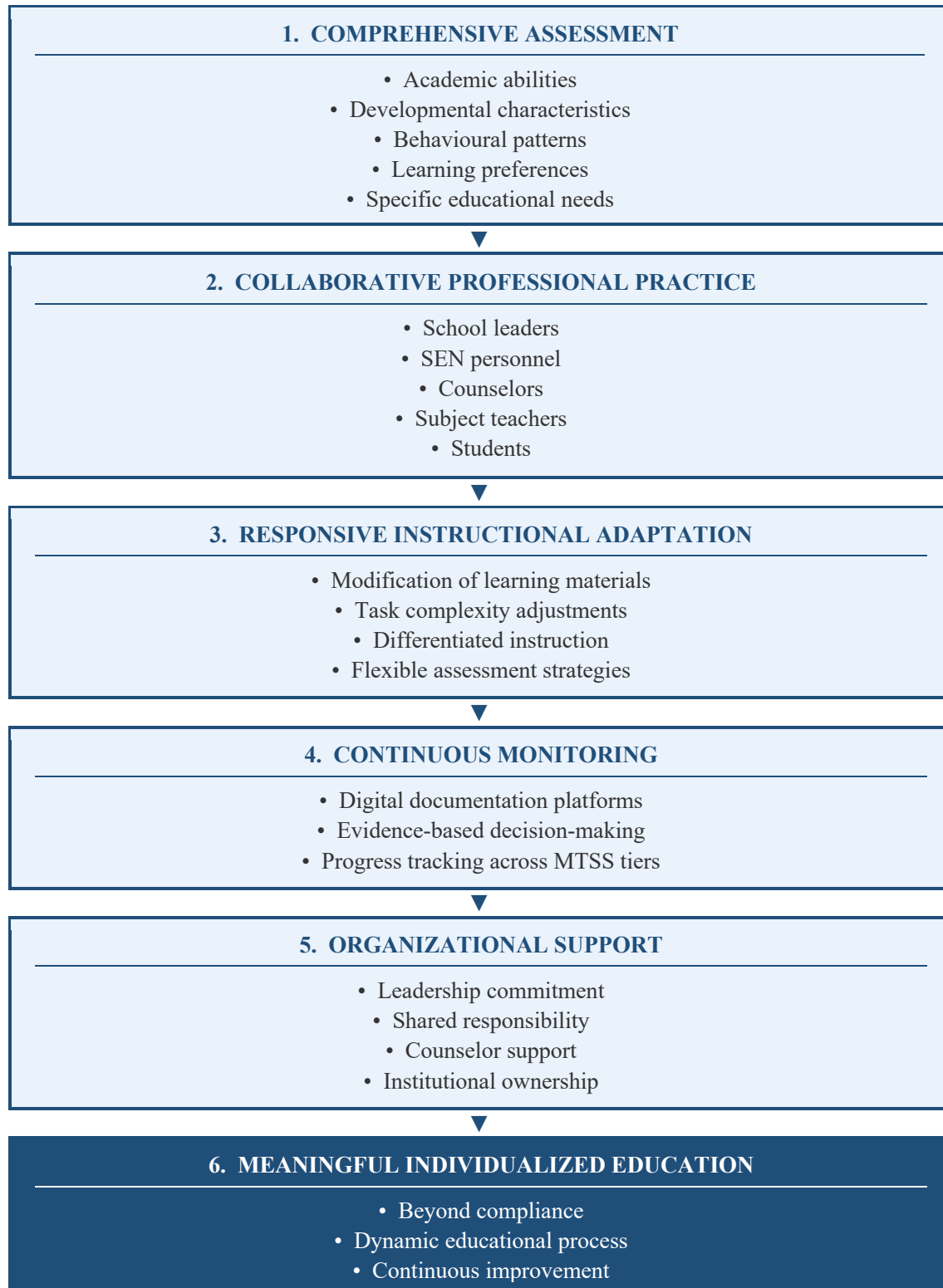


Figure 1. IEP Implementation Flow
Source: Developed for this research (2026)

4.2 Discussion

4.2.1 Comprehensive Assessment as the Foundation of Individualized Planning

Comprehensive assessment served as the foundation of effective IEP implementation. In alignment with MTSS screening principles, the development of individualized educational plans began with understanding students' academic abilities, developmental characteristics, behavioural patterns, learning preferences, and specific educational needs. Assessment was integrated into the continuous cycle of planning, implementation, and reflection rather than being a one-time activity. The SEN Support Teacher highlighted:

"The strategies provided in the beginning may not always remain suitable. We need to see how students respond and make adjustments based on their development."

This perspective aligns with previous literature emphasizing holistic assessment (Blackwell & Rossetti, 2014; Rakap, 2022), demonstrating that assessment within IEP implementation functions as a continuous decision-making mechanism. In the context of the Illuminative Evaluation Model, comprehensive assessment constitutes a critical component of the instructional system, providing the empirical basis for developing individualized educational goals and instructional strategies (Parlett & Hamilton, 1972). The findings suggest that assessment practices at SMPS IIS were not limited to formal testing but included ongoing observation, curriculum-based measurement, and functional assessment. This approach is consistent with research emphasizing the importance of multidimensional assessment in inclusive education (Heward, 2013; Mitchell, 2014). The continuous nature of assessment enabled teachers and SEN personnel to respond to student needs dynamically, adjusting interventions based on observed progress and emerging challenges.

4.2.2 Collaborative Professional Practice in IEP Implementation

Collaboration among educational stakeholders represented a central component of successful implementation. The SEN Program Coordinator facilitated communication among school leaders, SEN personnel, counselors, subject teachers, and students. Subject teachers noted that professional support from SEN personnel improved their capacity to modify activities without reducing students' opportunities to participate in regular classroom experiences. In terms of the Illuminative Evaluation Model, collaboration constitutes a vital element of the learning milieu (Parlett & Hamilton, 1972). The findings reveal that collaboration was not limited to formal IEP meetings but occurred through ongoing communication, shared planning, and coordinated instructional delivery. This finding aligns with research by Friend and Cook (2017) and Idol (2006), which emphasized that effective IEP implementation requires collaborative practices that extend beyond administrative procedures. The role of the SEN Program Coordinator as a facilitator of communication reflects the importance of leadership in creating structures and processes that support collaboration (Ainscow & Sandill, 2010). When subject teachers received professional support from SEN personnel, they were better able to adapt instructional practices without compromising student participation in inclusive classroom settings. This finding underscores the importance of building collaborative capacity among all educational stakeholders to ensure that individualized educational services are integrated into regular classroom instruction.

4.2.3 Responsive Instructional Adaptation to Students' Learning Needs

Instructional adaptation represented the process through which individualized plans were transformed into actual classroom practices. Reflecting MTSS Tier 1 and Tier 2



tiering principles, teachers implemented various forms of adaptation, including modification of learning materials, task complexity adjustments, differentiated instruction, and flexible assessment strategies (Schuelka et al., 2022). The student receiving IEP services reported that individualized support helped improve confidence and participation during classroom activities, illustrating how formal program expectations interact with classroom realities. This finding aligns with Tomlinson's (2017) work on differentiated instruction, which emphasizes the importance of adapting curriculum and instruction to meet diverse learner needs. The findings also demonstrate that instructional adaptation was not a one-size-fits-all approach but involved responsive decision-making based on ongoing assessment and collaboration (Mitchell, 2014). The student's report of improved confidence and participation provides evidence that instructional adaptations were meaningful and effective from the learner's perspective. In the context of the Illuminative Evaluation Model, instructional adaptation represents the interface between the instructional system and the learning milieu, where formal program components are interpreted and applied within the specific social and organizational context of the classroom (Parlett & Dearden, 1977).

4.2.4 Continuous Monitoring Supported by Digital Documentation

Monitoring occurred continuously throughout the educational process. The school utilized digital documentation platforms to record learning progress, share information among teachers, support evidence-based decision-making across MTSS tiers, and maintain records related to individualized services. The SEN Program Coordinator explained:

"The progress of students needs to be recorded continuously so that every teacher involved understands what has been achieved and what still needs support."

Digital documentation through the Managebac Learning Management Systems facilitated evidence-based decision-making and accessibility. However, teachers noted that maintaining documentation required time and technical competence, emphasizing that technology serves as a supporting instrument rather than an independent solution. This finding aligns with research by Fuchs and Fuchs (2006) and Sandomierski et al. (2019), which emphasized the importance of systematic progress monitoring in MTSS frameworks. The use of digital documentation platforms reflects the school's commitment to evidence-based practices and continuous improvement. However, the finding that teachers required time and technical competence to maintain documentation highlights the importance of providing adequate training and support for teachers in using digital tools (Rotter, 2014). In the context of the Illuminative Evaluation Model, monitoring systems represent a critical component of both the instructional system and the learning milieu, as formal monitoring procedures interact with organizational conditions and professional practices (Gibb et al., 2007). The findings suggest that effective monitoring requires not only appropriate technology but also supportive organizational conditions and adequate teacher preparation.

4.2.5 Organizational Conditions Supporting Sustainable IEP Implementation

Organizational conditions significantly influenced the sustainability of IEP implementation. Leadership commitment from the Principal and Vice Principal fostered institutional ownership and created conditions where inclusive education became a shared responsibility. School counselors expanded IEP support to address psychological needs, behavioural development, and emotional adjustment. Despite challenges such as teacher



workload and coordination demands, strong organizational conditions provided the necessary learning milieu to sustain implementation. This finding aligns with research by Ainscow and Sandill (2010) and Booth and Ainscow (2016), which emphasized the critical role of organizational culture and leadership commitment in facilitating inclusive practices. The leadership commitment at SMPS IIS created a supportive environment where inclusive education was prioritized and valued. The involvement of school counselors in IEP implementation reflects a holistic approach to student support that addresses not only academic needs but also psychological and emotional development (Mitchell, 2014). The finding that teachers faced challenges related to workload and coordination demands underscores the importance of providing adequate resources and support to sustain inclusive practices (Mukhopadhyay, 2014). In the context of the Illuminative Evaluation Model, organizational conditions constitute the learning milieu, providing the social, psychological, and organizational environment in which the program operates (Parlett & Dearden, 1977).

4.2.6 Integrative Discussion: Beyond Compliance Toward Meaningful Individualized Education

Across the five themes, this evaluation demonstrates that IEP implementation at SMPS IIS represents a dynamic educational process rather than a procedural requirement. The central finding is that implementation quality cannot be determined solely by the presence of an IEP document. Documents become educationally valuable only when they guide teacher decisions, encourage collaboration, and support continuous adjustment of instructional practices. Applying the Illuminative Evaluation Model highlighted how interaction between the formal instructional system and the supporting learning milieu enables a school to move beyond compliance-oriented approaches toward meaningful educational transformation. This finding aligns with research by Blackwell and Rossetti (2014) and Rotter (2014), which emphasized that IEP implementation should be understood as an ongoing process of teaching and learning rather than a static compliance mechanism. The findings also underscore the importance of addressing the interplay among assessment, collaboration, instructional adaptation, monitoring, and organizational conditions to ensure that individualized educational services are meaningful and effective (Gibb et al., 2007; Poon-McBrayer & Wong, 2013). The evaluation at SMPS IIS provides empirical evidence that moving beyond compliance requires a holistic approach that integrates the instructional system with the learning milieu, creating conditions where individualized education becomes a shared responsibility and a continuous process of improvement (Parlett & Hamilton, 1972; Ainscow, 2020).

5. Conclusion

This study aimed to evaluate the implementation of the Individualized Education Program (IEP) for students with special educational needs at SMPS IIS using the Illuminative Evaluation Model within an MTSS framework. Using a qualitative evaluation research design, the study successfully explored how IEP implementation was conducted, how stakeholders collaborated in the process, and how organizational and instructional factors influenced implementation effectiveness.

The results indicate that IEP implementation is a contextual and multidimensional educational process influenced by five major factors: comprehensive assessment, collaborative professional practice, responsive instructional adaptation, continuous



monitoring, and organizational support. Comprehensive assessment served as the foundation of individualized planning, functioning as a continuous decision-making mechanism rather than a one-time activity. Collaborative professional practice among school leaders, SEN personnel, counselors, and subject teachers represented a central component of successful implementation, enabling shared decision-making and coordinated instructional delivery. Responsive instructional adaptation enabled teachers to transform individualized plans into actual classroom practices through modification of learning materials, task complexity adjustments, differentiated instruction, and flexible assessment strategies. Continuous monitoring supported by digital documentation facilitated evidence-based decision-making and progress tracking across MTSS tiers. Organizational conditions, including leadership commitment and shared responsibility, provided the necessary learning milieu to sustain implementation. These findings align with the Illuminative Evaluation Model, which explains that program implementation is shaped by the interaction between the instructional system and the learning milieu (Parlett & Hamilton, 1972; Parlett & Dearden, 1977).

The evaluation shows that the existence of an IEP document alone does not guarantee effective individualized education. Implementation effectiveness depends on how schools transform individualized plans into meaningful educational experiences through collaborative practices, responsive instruction, and continuous reflection. The central finding is that implementation quality cannot be determined solely by the presence of an IEP document. Documents become educationally valuable only when they guide teacher decisions, encourage collaboration, and support continuous adjustment of instructional practices. Applying the Illuminative Evaluation Model highlighted how interaction between the formal instructional system and the supporting learning milieu enables a school to move beyond compliance-oriented approaches toward meaningful educational transformation. This finding is consistent with previous research emphasizing that IEP implementation should be understood as an ongoing process of teaching and learning rather than a static compliance mechanism (Blackwell & Rossetti, 2014; Rotter, 2014).

The main contribution of this study lies in the development of an approach that integrates qualitative evaluation, the Illuminative Evaluation Model, and MTSS framework into a single conceptual framework to examine IEP implementation. The resulting framework not only provides a methodological contribution to research on inclusive education but also offers practical implications for school leaders, teachers, and policymakers in designing more effective strategies to strengthen individualized educational services.

From a practical perspective, this study provides actionable insights for school leaders, teachers, and policymakers. School leaders need to foster collaborative cultures and sustainable organizational support systems where individualized education is understood as a shared institutional responsibility rather than an administrative burden. Teachers need to strengthen assessment practices, instructional adaptation, and monitoring systems to ensure that IEPs are implemented meaningfully. Policymakers should provide clearer policy frameworks and resources to support inclusive education and individualized educational services in Indonesian schools.

This study has several limitations that should be acknowledged. First, the study focused only on one inclusive school in Indonesia, which may limit the generalizability of the findings to other schools or regions. Second, the number of participants was limited, which may affect the comprehensiveness of the identified themes. Third, the study relied on self-reported data from participants, which may be subject to social



desirability bias. Fourth, the study did not examine the moderating role of school characteristics such as school size, type, or organizational culture in the relationships examined.

Future research should expand the geographical scope to include other inclusive schools in Indonesia and involve a larger number of participants to enhance the generalizability of the findings. Researchers should test the developed framework in other educational contexts and use a more comprehensive quantitative approach to validate the thematic findings. Future studies should also examine the moderating role of school characteristics such as school size, type, and organizational culture in IEP implementation. Finally, future research could employ longitudinal designs to examine how IEP implementation evolves over time as inclusive education policies and practices develop.

This study contributes to the growing body of literature on inclusive education by providing empirical evidence on IEP implementation within an Indonesian school context and demonstrating the applicability of the Illuminative Evaluation Model in examining implementation processes. The findings suggest that comprehensive assessment, collaborative professional practice, responsive instructional adaptation, continuous monitoring, and organizational support are the key factors influencing IEP implementation effectiveness. As Indonesia continues to develop inclusive education, understanding these factors becomes increasingly important for developing effective strategies to strengthen individualized educational services and promote meaningful educational transformation in schools.

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