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Action Research To Identify Problems In Inclusive Schools And Addressing Strategies

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Mutingatu Sholichah, Erny hidayati

Faculty of Psychology, Universitas Ahmad Dahlan, Yogyakarta, Indonesia
mutingatu.sholichah@psy.uad.ac.id

RESUM 27

This action research aimed to identify barriers of the inclusive education practice in B Elementary school and find strategies to overcome them in terms of Booth & Ainscow's three-dimensional theory. Result showed (1) the School strongly commits to implement inclusive education, but the application has not been based on official documents which could serve as legal basis and standard implementation guidelines. (2) The practice of inclusive education runs well because the process of education has been clearly established but it was found teachers's difficulties to communicate the development of students with special needs to their parents (3) Inclusive culture coexist among students, which verifies the absence of condition-based distinction, yet parents seems to demonstrates labelling stigmatization. Recommendations for the next cycle (1) intervention to increase teachers and staff's communication and work stress coping capability, (2) improve parents' understanding of inclusive education and (3) rephrases all policies based on official documents

Keywords :Culture, inclusive education, policy, practice;

Introduction

Indonesian government provides support for every citizen has the right to receive proper education through Article 9 paragraph 1 and 2 of Law No. 23 of 2002 concerning child protection which states that (1) Every child has the right to receive education and teaching in the context of his personal development and level of intelligence in accordance with his interests and talents (1) In addition to the rights of children as referred to in paragraph (1), specifically for children who bear a disability is also entitled to special education, while for children who have excellence are also entitled to special education (Sekretaris Negara Republik Indonesia, 2002).

The provision of school education systems for students who have capacities outside the average classification is facilitated through various special education programs both aimed at students who have below or above average capacity. UN estimates there are at most 10 % of school-age children who have special needs (Harnowo, 2013), while WHO estimates that the number of children with special needs in Indonesia is around 7-10% of the total number of children (Dirjen Bina Kesehatan Masyarakat, Kemenkes, 2010).It is estimated that there are approximately 4.2 million

Indonesian children with special needs, however identified around 1.5 million children. (Harnoko, 2013).

12 According to the ministry of Women's Empowerment and Child Protection (Winarsih et.al., 2013) Children with special needs are children who 18 e limitations or are physically, mentally-intellectually, socially, and emotionally, which significantly influence the process of growth or development compared to other children his age. Skidmore (2004), revealed the criteria for children with special needs 5 a) Significantly has greater learning difficulties compared to children with age groups the same one. (b) has a disability which prevents them from being able to use the various facilities available for the education of children their age. (c) Children who show both characteristics, but their age is still below the specified level, do not include special education. Based on these criteria, children with special needs are not solely due to cognitive limitations, but include broad physical, mental-intellectual, social, and emotional aspects.

Special education was developed to facilitate the fulfillment of needs in accordance with the conditions of students, but Guralnick, et al. (Porter, 2002), assumes that generally children are best served in regular settings (including services at school, home and community), because in these settings children can practice their life skills. The inclusive learning model is developed to overcome the weaknesses of special education, it is expected to provide benefits for students with special needs and regular students.

Definition of inclusive education varies depending on the context used to formulate it. Booth (Ainscow, Booth & Dyson, 2006), put forward the terms integration and inclusive, to describe a comprehensive community education that replaces the understanding of education that is compulsory towards higher education or education throughout the human life cycle. These definitions refer to inclusiveness in the broad 19 context of the school, namely education in the community. Stubbs (2002) states that inclusive education is not only limited to formal education, but also includes informal education, non-formal education, home education, agricultural education in the field, religious education, traditional and traditional education.

In a more limited context, inclusive education is implemented in the form of inclusive schools which, according to Booth (Ainscow, Booth & Dyson, 2006), inclusive schools are related to the principle of equality in education among all students and staff so that in inclusive schools, schools respect diversity among students the students consequently how to learn is designed in the form of mixed collaborative groups. Lipsky & Gartner (Mitchell, 2010), said inclusive education as a form of education that places individuals (students) with disabilities have full membership in class that is suitable for their age in the school in their environment by obtaining adequate service support and assistance. Meanwhile according to Antia et al. (Mitchell, 2010), in inclusive schools students with disabilities have full and unconditional membership in regular classes in regular schools in their communities. while Ofsted (Stubbs, 2002) states a school that

practices inclusive education is a school that pays attention to the teaching and learning, achievement, attitudes and welfare of every child.

In Indonesia, the notion of inclusive education is contained in several legal products governing the implementation of inclusive education. Minister of National Education Regulation No. 70 of 2009 concerning Inclusive Education for students with disabilities who have the potential for intelligence and or special talents. Article 1 states: In this regulation, what is meant by inclusive education is a system of providing education that provides opportunities for all students who have disabilities and have the potential for intelligence and / or special talents to attend education or learning in an educational environment together with students in general. .

The Minister of National Education Regulation Number 70 of 2009, is one of the legal basis references for all provinces in Indonesia to determine the implementation of inclusive education in their respective regions, which in the Special Region of Yogyakarta (DIY) is stipulated through the Governor's Regulation DIY, number 41 of 2013 concerning Education Resource Centers Inclusive (Pusat Sumber Pendidikan Inklusif).

Although it is mentioned that specificity can be caused by obstacles (abnormalities) and potential intelligence and /or special talents, but in the legal foundation in Indonesia, inclusive education is emphasized more on students who experience obstacles due to physical, emotional and social conditions while education for students who are having special intelligence and / or talent potential is regulated separately in Government Regulation number 17 of 2010 article 134, concerning special education for students who have special intelligence and / or talent potential to develop the potential advantages of students into tangible achievements in accordance with their special characteristics.

Theoretical Framework

Determinants of success and sustainability of inclusive education

Inclusive education has a holistic approach, therefore implementation to achieve the success of inclusive education in the realm of schools requires the integration between various stakeholders. According to Booth & Ainscow (Bartolo, Ferrarini, Azzopardi, Bason, Grech, and King, 2002) there are 3 dimensions that determine the successful implementation of inclusive education in schools: (a). The cultural dimension: creating an inclusive culture in schools through the existence of beliefs, a value system that fosters a sense of security, acceptance and collaboration as well as a community that stimulates all students. (b) Faculty: school policy development through setting goals explicitly to support inclusive school development plans and other guidelines for implementation in management, teaching and learning in school. (c). Practice / implementation: implementation of inclusive schools that reflect the culture of inclusive schools and policies by ensuring that classroom and extra-curricular activities can encourage the participation of all students and apply their knowledge and experience outside of school.

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Several studies have shown the importance of applying inclusive values and culture that is reflected in curriculum policies and their application practices in schools. Cesar and Oliveira (2005) examined in several schools in Portugal that implemented an inclusive curriculum that had the principle of respecting diversity, seeing the importance listening to all opinions in the learning community, so that it could be a means of social mediation between culture and knowledge about youth and academic knowledge. The results showed the effect of changes in student learning that is increasing academic competence and social competence of students.

Likewise Hanco (2003) found application of the curriculum that included affective factors in all its dimensions, namely teaching the values, knowledge and skills that these values were understood and applied by all school staff, the results showed an increase in the quality of student education and increasing teacher job satisfaction, because a curriculum that encourages teachers to be more imaginative enables teachers to present personal experiences that are more meaningful to students.

The Government of Indonesia through Government Regulation No. 19 of 2005 concerning National Education Standards, article 41 (1) has encouraged the realization of an inclusive education system by stating that every education unit that carries out inclusive education.

Research Methodology

Research participants. The study involved 18 teachers and 2 educational staff who dealt intensively with students' parents.

Research design and procedures. The action research approach is used in this study. Action Research is research that combines substantive action with research procedures, which action is carried out through in-depth investigation, personal effort by inquiry, to understand and be involved in the process of improvement and reform (Hopkins in Costello, 2011).

The Action research model used as a reference in the research is a cycle process developed by Denscombe (Costello, 2011), which consists of 5 elements carried out consecutively, namely: (1) professional practice / professional practice (2) Critical reflection / critical reflection (3) Research (4) strategic planning and (5) action. This study was not planned to cover the entire cycle, but was carried out up to step four, so that the final step is change through actions carried out in the next cycle.

Data Collection Method: Basically the data collection method is carried out using every component in the inclusive school community in order to obtain accurate and comprehensive data. This research uses data triangulation method from Denzin (Bryman, 2006): i.e. (1) data triangulation which is the use of several data retrieval strategies in different times and or social situations, from various data sources (2) search triangulation data, which refers to the use of more than one data searcher (3) Triangulation of methods that refer to the use of more than one method to obtain data.(documentation studies, interviews, public dialogue FGD, training, etc.), and the use of questionnaires .

Initial assessment: conducted as a manifestation of the step of critical reflection on the problems in the practice of inclusive education. This step is done by mapping problems, which are done through interviews and FGDs with members of the school community such as teachers, parents, internship students, and observations at school.

Data Analysis

Data obtained from research, analyzed to evaluate 3 dimensions of inclusive tools according to Booth & Ainscow (Bartolo, et al., 2002) namely (1) practice / implementation of inclusive education in schools, (2) policies of schools and (3) Inclusive culture in school.

Data collected from interviews and FGDs were analyzed and reported qualitatively, in the form of narratives, descriptive and flowcharts to facilitate understanding of school workflows in implementing inclusive education programs. Quantitative data were obtained from self-efficacy and burnout scales. Quantitative data were analyzed using descriptive statistical techniques with the help of the SPSS 17.0 program.

Themes (Qualitative or Literature Studies)

Data obtained from interviews and FGDs were analyzed qualitatively and reported according to the three-dimensional theory that Booth & Ainscow (Bartolo, et al., 2002).

1. Institutional Policy

Foundation B in Yogyakarta, has a strong commitment, to implement inclusive education that is manifested in the form of facilitating teachers and staffs to attend courses related to the implementation of inclusive education, holding periodic coordination meetings with all teachers from inclusive cluster, namely teachers who are assigned as accompanying teachers for students with special needs.

Other support from the foundation B is the establishment of standard procedures for selection of student admissions as well as policies requiring that every child with special needs be accompanied by a special teacher. Each school in the foundation B mandated to develop instruments that are used as guideline for selecting and mapping students. The foundation also stipulates the placement of students with special needs in one class a maximum of 2 students so as not to overburden the teacher and not hamper the learning process of regular students..

The policy on inclusive education is widely socialized in various meetings and events within the foundation, but these policies are not documented in written rules at the foundation or school. According to head master of elementary school B, all policies can run well, with regular coordination. However, the results of the FGD showed lack of clarity in communication within the foundation, for example: teachers do not know how to access the services of psychologists assigned by the foundation to assist students with problems

2. Inclusive Education Practices

There are several important stages carried out in the practice of inclusive education in school B, which starts from the initial selection of student admissions to the process of reporting student learning outcomes.

The process of identifying students' needs

The practice of inclusive education in SD B starts from the process of determining the criteria for the special conditions of prospective students because schools have limitations in facilities and the ability to educate children with special needs based on the type and severity of disorders experienced by children. Schools are unable to serve children with physical disabilities so that schools are not able to serve children with physical disabilities, but only serve students who experience certain limitations such as mental retardation, slow learners, ADHD and Autism notional disorders. In addition to the specific criteria, schools are only able to accept a maximum of 2 students with special needs in each class, but when symptoms of disruption are in the severe category, the school limits to only accept 1 student with special needs.

These criteria are used as a basis for the preparation of instruments used as guidelines for observation and interviews to reveal the child's condition which includes the level of cognitive development, which consist of spatial, numerical and verbal abilities and the development of fine and rough psychomotor coordination.

The process of early detection of developmental delay in prospective students enables schools to identify disturbances that are quite prominent, the results can be communicated to parents and class teachers. The next step is a follow-up assessment by the psychologist, as a reference to meet the needs of students in the teaching-learning process.

Some students who have mild developmental problems are not detected since the initial selection, so that they are only detected after studying 2-3 years, then when they have difficulty following more complex lessons. The mentoring procedure is carried out through the following steps (1) the class teacher identifies students having learning difficulties (2) the class teacher communicates with the inclusive coordinator teacher (3) the coordinator observes (4) the coordinator reports his findings to the principal (5) the coordinator communicates to the parents of students if there are indications of a problem, and a complete assessment (6) mentoring by a special assistant teacher is recommended if it is difficult to follow the teaching-learning process regularly.

Student participation in teaching and learning activities

All students in SD B, take part in a teaching and learning program in the same class, and have the same opportunity to attend extra-curricular activities according to their interests, as well as extracurricular activities such as performing arts, field trips, etc. All students with different family backgrounds and different abilities learn in the same class and do activities together so that students learn about diversity in the real world.

Report on student learning outcomes and final exams

The school has developed a learning outcomes assessment system for students with special needs for example by setting different KKM (minimal completeness criteria), standards according to the conditions of students with special needs. From the beginning the school applies a report on student learning outcomes at the end of each semester accompanied by a narrative report on the progress of each student, so that

the strengths of each student are illustrated and the aspects that must be improved. For the 6th grade students who are suspected of having difficulty taking the national examination, the school will discuss with parents about the possibility to take the exam at the school level without attending the National Examination (UAN).

3. Inclusive culture

Schools work hard to create an inclusive culture that sees all as having the same rights in education so that there is no difference in treatment between regular and students with special needs. Inclusive culture among students seems to have developed, they are aware of differences between students, but do not make distinctions based on student conditions, for example among students there is no social gap between students with special needs and regular students, no quarrels and bullying due to discriminatory attitudes towards students with special needs., but among parents the students still showed labeling / stigmatization of students with special needs that caused pressure on parents of students with special needs .

Problems Labeling students according to medical or psychological diagnosis is still controversial. Labeling students can be useful to differentiate the needs of students specifically so the school can plan the curriculum according to the needs of students, distinguish additional costs to be incurred by the school or parents but on the other hand can be detrimental because it can be associated with negative stereotypes that hurt students, do not have a contribution directed towards individual student learning planning (Loreman, Deppeler & Harvey, 2005). In the context of inclusive education in Indonesia, labeling also has similar consequences, on the one hand the labeling of students with special needs has positive consequences for schools that already have special planned programs such as in school B, and determines funding from schools and parents if needed assistance by special teachers.

Teachers and staff also reported difficulties dealing with student's who have limited to support their child children, or difficult to accept information about their children which is not in line with their expectations, and these conditions affect work and interpersonal relationships with fellow teachers.

In the scope of implementing inclusive education, still find a limited understanding of inclusive education, for example a teacher who sees inclusiveness limited to developmental problems and has not been able to respond appropriately to students who have difficulties in adjusting learning methods as is commonly used by other students.

Quantitative assessment

Burnout measurement . The measurement uses a burnout scale showed that most teachers experienced burnout in the medium category (66%), while 22% of them experienced burnout in the high category and only 11.11% in the low category.

Self-efficacy measurement: The measurement uses a Self-efficacy scale, showed that most of the subjects have a high level of self-efficacy (55.56%), while the level of self-efficacy is moderate (44.44%) and there are no subjects that have low self-efficacy.

Discussion

The results showed B inclusive elementary school had an organized inclusive education management system based on certain standards according to the policies of foundation B. However, several obstacles were found in the three dimensions studied namely: the policy, inclusive education practices and inclusive culture .

1. Policy

The Foundation supports practice of inclusive education in B elementary school by providing all necessary facilities, facilitating the process of organizing education based on the guidelines set by the foundation which are used as a guide by all of the inclusive schools under foundations, (1) All students are entitled to receive education therefore the selection process for new student admissions is intended for mapping, not intended to accept or reject prospective students based on their cognitive capacity (2) prospective students who are suspected of having special needs will be referred for more psychological assessment to determine the suitability of student needs with the ability of schools to meet them (3) Mentoring by special teachers for students with special needs according to criteria that can be managed by the school (4) academic achievement assessment standards according to the conditions of the child, so there is no residence policy class. (5) teacher capacity building on inclusive education through delivery to various courses or training related to inclusive education.

The foundation's policies are widely implemented in SD B. The Foundation provides the mandate to implement policies specifically according to school conditions, the school can develop instruments in the form of observation and interview guideline for students selection admission process. School also can build networking with various institutions outside of school. The principle upheld by the B foundation is in accordance with the opinion of Booth & Ainscow (Bartolo, Paul A., et al., 2002), that the development of school policies through setting goals explicitly to support plans for developing inclusive schools and other guidelines for implementation in management, teaching and learning in schools, is one of the 3 pillars, besides family and community, that determine the success of inclusive education.

This research found that Foundation B understands that there are differences in the conditions of each school under the foundation. The foundation establishes the basic policies implemented by schools under the foundation according to the conditions of each school..The policy established by the B foundation makes the implementation of inclusive education run smoothly but the absence of official documents that support the policy still needs to be improved. The existence of official documents provides the legal basis for implementing a policy as well as providing detailed guidelines that can be used as a reference or technical guidance for implementing a policy uniformly for all organizers and stake holders, thus minimizing differences in understanding of a policy.

According to Winter & O'Raw (2010) on a practical level, inclusive school policies include: (1) inclusive definitions that reflect a set of beliefs and rights that will be emphasized and used as guidelines for inclusive school practices for meeting learning needs (2) Statements about providing information, communication becomes important in establishing effective collaboration to provide and disseminate information to parents, stakeholders and the wider community (3) statements about individual education assessments and plans. (4) information about the school framework in the administration of special education. (5) information about staff (teachers) in schools and

support staff, including the names of those responsible for the program, training or education that have been followed and policies for continuous staff capacity building, as well as professionals outside the school who support school programs (6) Statement about involvement and partnership with parents. (7) Information about school relations with external organizations and support services. (Westwood, in Winter & O'Raw, 2010). (8) Statement on the review and audit of the implementation of inclusive programs.

The B foundation has a strong commitment to support the implementation of inclusive education in SD B and all schools under Foundation B, but this commitment has not yet been realized in the form of written support that is socialized to the entire B foundation community. Lack of commitment in writing can create the risk of meaning and non-standard implementation among schools in the BMD Foundation.

2. The practice of inclusive education

the practice of inclusive education in elementary school B runs smoothly due to the flexibility in relation to foundation B. The foundation provides freedom in inclusive school practice from the process of accepting new students and teaching and learning, but still coordinating to keep the implementation in accordance with the foundation's policies..

Teacher monthly meetings are held for coordination purposes and opportunities to discuss various issues and cases, including for inclusive groups consisting of teacher assistants for children with special needs. Such meetings are very beneficial for teacher assistants, but it is better if the values of inclusiveness become the spirit of all learning. although practically mentoring students with special needs is the responsibility of the accompanying teacher, all teachers and staff uphold the spirit of inclusiveness in meeting the needs of all students

Educational process since the students admission, has been clearly established and the principal manages the implementation of inclusive education strictly. However, there are some problems found in the teaching and learning process school (1) inclusiveness which is understood in a limited way about education for children with special needs (2) There are difficulties in communicating the condition of students to parents, when it comes to learning barriers experienced by students, especially when parents students reject information that is not as expected (3) Teachers feel less competent in identifying specificity in students and difficulty communicating the condition of students to parents of students with special needs.

These three conditions can affect each other, the teacher does not understand the values of inclusiveness comprehensively or have difficulty communicating the conditions of learning constraints experienced by students, make communication with students' parents inhibited and consequently teachers feel incompetent with their assignments. The conditions stated by the teachers are in accordance with those described by Bandura (Maddux & Gosselin, in Leary & Tangney, 2012) with the term self-efficacy to describe one's belief that he is able / can show a certain behavior or set of behaviors to create an outcome. Self-efficacy is not about the ability of a person, but is related to someone's assessment of what a person can do by using whatever skills he has.

Guo et al (2012) found teacher self-efficacy had a greater effect on reading ability in students, compared to teacher education and experience factors. Teachers who have higher efficacy, show greater support for students and create more positive learning situations in the classroom. Thus the teacher's belief in his ability to manage the teaching-learning situation and building relationships with all stake holders is very important, especially in the context of inclusive education. However, teachers still need support and facilities to increase knowledge about inclusiveness and developmental problems of their students.

Burnout measurement showed > 80% of teachers and staff experienced symptoms of burnout in the medium-high level. These findings are consistent with the results of Swarzer and Hallum (2008) research that found low self-efficacy associated with burnout in teachers, because low self-efficacy triggers the emergence of work stress, which in turn triggers teacher burnout. Therefore coping skills to manage stress emotions in the teacher are needed.

Based on these findings two main needs were identified for teachers and staff, namely (1) building teacher capabilities to identify student conditions, communicating with fellow teachers and parents (2) dealing with work stress that leads to burnout.

Inclusive Culture

The inclusive culture in B elementary school was formed in stages through teacher-student, staff and parent student interactions because the diversity of student conditions is not only concerned with understanding among students at school. An inclusive culture among students is relatively already formed, so it is found that there is acceptance among students that there are differences between them but no attitude is found to differentiate based on student conditions.

School facilitates collaboration between students and teacher assistance as well as efforts to build communication with parents in a variety of activities to help build an inclusive culture within the school, however some parents of students consciously or not, use ABK labelling, thus making parents who have children with special needs feel depressed. This condition can become an obstacle for the implementation of inclusive education. Because a school that practices inclusive education should be a school that pays attention to the teaching and learning, achievement, attitudes and welfare of every child (Ofsted, in Stubbs, 2002). thus building an inclusive culture is a challenge that must be faced together by the entire school community.

Conclusion

The Indonesian government protects each child from getting education and personal development in accordance to their cognitive abilities, interests and talents as outlined in Law No. 23 of 2002 concerning child protection, and the Republic of Indonesia's Minister of National Education Regulation No. 70 of 2009 concerning Inclusive Education for students with disabilities who have special intelligence and or talent potential.

However, in reality, there is no technical guidance from the government to implement such type of education, which results in several schools to implement inclusive education based on their respective models. The implementation of inclusive education in SD B, a private elementary school under Foundation B in Yogyakarta

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shows that, in general, the practice of inclusive schooling do going well, but the limited knowledge of teachers and staffs regarding the subjected education results in them to experience burnout due to difficulties in carrying out their duties. Schools have fostered an inclusive culture among students and their community, but there is still a form of stigmacy towards students with special needs by several parents. Schools have strong support from foundations through various inclusive policies, so that the practice takes place smoothly, yet the policies have not been stated officially. Interventions are recommended to increase (1) self-efficacy and reduce burnout for teachers and staffs, (2) the understanding of students' parents regarding inclusive education and the development of children with special needs, (3) the foundation's commitment to implement inclusive schools through official documents as a standard guide for implementing the inherited education.

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