

DESCRIPTIVE STUDY OF THE COMPETENCE OF SPECIAL
GUIDANCE TEACHERS FOR INCLUSIVE SCHOOLS IN
SURAKARTA

Misbahul Arifin^{1*}, Munawir Yusuf², Joko Yuwono³

^{1,2,3} Postgraduate Program, Special Education, Teacher Training and Education Faculty,
Universitas Sebelas Maret, Indonesia

E-mail: ¹⁾ misbahularifin@gmail.com

Abstract

Inclusive education is education that allows learners with mental or physical disabilities the equal opportunity to learn alongside peers their age in regular schools. Inclusive education tries to minimize negative perceptions toward children with disabilities. A special guidance teacher's role is significant in maximizing children's academic and non-academic development. The purpose of this study is to determine how to optimize the role and responsibilities of special guidance teachers in inclusion schools, to ascertain the impact that the absence of special guidance teachers has on inclusion schools, and to ascertain the school's efforts to overcome the effects of the unavailability of special guidance teachers in inclusion schools. The descriptive qualitative method was used in this study. The study gathered data from principals, special guidance teachers, and classroom teachers. Interviews, observations, documentation, and questionnaires are used to collect data. The findings of this study indicate that special guidance teachers (GPK) continue to exercise authority in the same way that other teachers do, namely by standing in the classroom and instructing children with special needs. Special guidance teachers educate in the same way as classroom teachers, and some even shift to classroom teaching as a result of the school's teacher shortage. The impact on schools caused by the lack of special guidance teachers in inclusion education is the inability to meet the needs of ABK (children with special needs), especially special needs programs; ABK (children with special needs) is seen as a disruptor in the smooth implementation of educational programs; classroom teachers are unable to accommodate the needs of ABK in the classroom; school policy to accept both regular students and ABK (children with special needs) with mild level disabilities. While ABK with a moderate to severe level of resistance is directed at Special Needs Schools (SLB). To address the lack of GPK, efforts are undertaken to appoint honoree GPK and to collaborate with the nearest SLB to bring in visiting teachers.

Keywords: *Special Guidance Teachers, Inclusive Schools, Children with Special Needs*

1. INTRODUCTION

The advancement of the times, as well as the extremely rapid pace of globalization, necessitates an improvement in the overall quality of education. Every educational institution must be capable of making changes that will lead to improvement and quality improvement. Educators (teachers), students, learning facilities and infrastructure, funding, the community environment, principal leadership, and other components of education must

all be able to be empowered by the education system in order for it to be effective. All of this, however, will be rendered ineffective if it is not accompanied by the efforts of teachers who are both professional and knowledgeable. Teachers are one of the most important components of national education, which is also known as the intellectual life of the nation. The competence of teachers as educators has a significant impact on the overall quality of a nation's education.

Based on the regulation of the minister of national education of the Republic of Indonesia number 16 of 2007 concerning standards of academic qualifications and teacher competence, article 1, that every teacher is required to meet the standards of academic qualifications and teacher competence that apply nationally. It is expressly stated that there are four competencies that must be possessed by teachers as the main pillars of learning. The four competencies are pedagogic competence, personality competence, professional competence and social competence (Article 28 paragraph 3 of Government Regulation No. 19 of 2005 concerning National Education Standards). In Law No. 14 of 2005 concerning Teachers and Lecturers reaffirmed that professional competence is "the ability to master learning material broadly and deeply which allows it to guide students to meet competency standards". This competency can be seen from the teacher's ability to master the substance of the field of study and scientific methodology, master the structure and curriculum of the field of study, organize curriculum material in the field of study, master and utilize information and communication technology in learning, improve the quality of learning through evaluation and research. The potential in students' personalities that differ from one another requires teachers to be able to develop creatively guided learning materials, develop professionalism in a sustainable manner by taking reflective actions, and utilizing information and communication technology to communicate and develop themselves. This is not only needed in regular schools but also in inclusive schools. Because in truth, not all students with different barriers in inclusive schools can follow the learning process smoothly without any obstacles in class.

Children with special needs (ABK) of various categories, including visually impaired, quadriplegic, autistic, mentally retarded, deaf, mentally retarded, gifted children, and slow learners, have the potential to learn, obtain education, and develop themselves according to their respective abilities, needs, talents, and interests. This potential can be realized if the teacher handles them appropriately and in accordance with the competency standards of a good teacher. The inclusive education environment at this time still seems to lack in terms of teacher professional competence, especially for special guidance teacher in inclusive elementary schools in Surakarta. There are still some indicators of teacher professional competence that should be met by teachers that have not been met. For example, when researchers conducted observations at the inclusive elementary school on Pajang I Elementary School and Lazuardi Kamila GIS Elementary School, that there were still teachers who did not meet the indicators of professional competence according to Law No. 14 of 2005. This was one of the factors causing children with special needs hard to develop to their full potential in these inclusive primary schools.

In light of the two sample schools mentioned above, it is possible to conclude that the focus of the problem at hand is how the competence of special guidance teachers (GPK) in providing educational services for children with special needs in elementary schools, both public and private, that have been defined as Inclusion in Surakarta is being evaluated.

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In regulation of the Minister of National Education (*Permendiknas*) No. 70 of 2009 concerning Inclusive Education for children who have disabilities and have the potential for intelligence and/or special talents, it is emphasized that 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 take part in education or learning in an educational environment together with students in general (Article 1).

Education for all children with special needs, including children with impairments, is made more accessible through an innovative and strategic educational method known as inclusive education. Included in this definition is an educational reform that emphasizes anti-discrimination, the struggle for equality of rights and opportunities, justice, and expanding access to education for all. It also includes efforts to improve the quality of education, strategic efforts to complete the nine-year compulsory education, and efforts to change public attitudes toward children with special needs and disabilities. In the context of special education in Indonesia, inclusive education is an alternative, choice, innovation, or breakthrough/new way to educating children with special needs (ABK), as opposed to segregation education, which has been in use for more than a century.

Inclusive education has four characteristics of meaning, namely: (1) Inclusive Education is an ongoing process in its efforts to find ways to respond to the diversity of individual children, (2) Inclusive education means obtaining ways to overcome children's barriers to learning, (3) Inclusive education means that children have the opportunity to attend (at school), participate and get meaningful learning outcomes in their lives, and (4) Inclusive education is intended for children who are marginal, exclusive and need special education services in learning. The implementation of inclusive education is carried out by inclusive schools that have been appointed by the district/city or provincial offices (Kustawan & Meimulyani, 2013). Inclusive schools are formal education units or regular schools that provide education by involving children with special needs and/or experiencing obstacles in accessing education to obtain quality education together with other students in general according to the needs of students. Hence, this school provides access to learning that allows all children, including children with special needs, to study together with children in general (Yusuf, 2014a). According to data from the Directorate of PKLK Dikdas Development (2013) in Yusuf (2014: 1), the number of inclusive schools in Indonesia in 2007 was around 925 educational units (Primary School, Junior High School, Senior High School and Vocational High School) and in 2013 had reached around 2,100 units of education (Primary School, Junior High School, Senior High School and Vocational High School). This shows that the community's response to the implementation of inclusive education is very positive (Kustawan, 2012).

Moreover, in Yusuf (2014b) there is data released by the Directorate of Special Need Education Development in 2008 which states that in 2007 there were 15,076 Children with special needs (ABK) students attending inclusive schools (12%) and 66,425 ABK students (88%) attending Special Needs School (SLB). This data shows that if inclusive education is not developed, there will be 12% of school-age children who are most likely not to have access to education. So that the more inclusive schools that are developed, the greater the opportunity for children with special needs to get access to education.

Meanwhile, the quality of inclusive education is generally influenced by several factors, including: curriculum, quality of teaching staff, infrastructure, funds, management,

environment and learning process. The factor of educators (teachers) has a very large role in achieving the quality of education in general. The standard of teacher competence is a measure that is determined or required in the form of mastery of knowledge and behaving like a teacher to occupy functional positions according to the fields of duty, qualification, and level of education (Majid, 2005).

Schools that provide inclusive education need to be supported by educators with special skills in the learning process and in the development of children with special needs in general. One of the special personnel needed is a Special Guidance Teacher (hereinafter referred to as GPK). GPK according to the guidebook for implementing inclusive education in 2007 is a teacher who has a special educational background / extraordinary education or who has received training on special / extraordinary education, who is assigned to an inclusive school.

The PSLB Director's Guide for Teaching Staffing (2009), reveals that GPK competencies are not only based on four main competencies (pedagogic, personality, professional, and social), in particular they are also oriented to three main abilities, namely: (1) general skills which is the ability needed to educate students in general (normal children), (2) basic abilities which is the ability needed to educate students with special needs, and (3) special abilities which is the ability needed to educate students with special needs of certain types (specialists). Therefore, a GPK does not only need the 4 main competencies of a teacher but also must have special competencies that are used to deal with children with special needs.

Special Guidelines for Inclusion Organizers (2009) explains GPK's duties include (1) Preparing educational assessment instruments together with class teachers and subject teachers, (2) Building a coordination system between teachers, schools and parents of students, (3) Implementing mentoring ABK in learning activities together with class teachers/subject teachers/study field teachers, (4) Provide special service assistance for children with special needs who experience obstacles in participating in learning activities in general classes, in the form of remedial or enrichment, (5) Providing continuous guidance and making special notes to children with special needs during learning activities, which can be understood if there is a change of teachers, (6) Providing assistance (sharing experiences) to class teachers and/or eye teachers lessons so that they can provide educational services to children with special needs. Based on the description above, the GPK in carrying out its duties and functions must fully and deeply understand and cannot be replaced by other teachers, because their roles are different from those of teachers in other fields of study.

Moreover, Special Guidelines for Inclusion Organizers (2009) state that there are three alternatives for GPK recruitment, namely: *first*, through the cooperation of the closest special need school (SLB) teacher; *second*, recruiting teachers with PLB qualifications and regular teachers who receive training on ABK and *third*, from educational clinics or child development centers, so that arise variety of different qualifications to be GPK. With the emergence of various GPK education qualifications, the implementation of GPK roles and tasks can take place optimally or not.

Research conducted by Sunanto in Sunaryo (2009) states that: (1) at first learning is accepted by classroom teachers, now shifting to dependence on special teachers or assisting teachers. This causes teacher creativity to not develop, (2) motivation, cooperation in overcoming problems is not visible and is not carried out through collaboration because all

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ABK learning activities from planning, implementation and evaluation are left entirely to assistant teachers, (3) PLB qualified assistant teachers have not have the courage to straighten according to the concept “In an inclusive system”, the education curriculum must be flexible, adapting to the needs of each student. The inclusive education system allows for "learning differentiation", both in terms of methods and materials. To realize it all, so the existence of GPK is very necessary. GPK is in charge of helping schools, in this case subject teachers and classroom teachers to make the differentiation. When there is no GPK available in inclusive schools, problems will arise, especially for children with special needs (ABK) in that school. Furthermore, some efforts are needed to overcome these problems related to the availability of GPK.

2. RESEARCH METHOD

The method used in this research is descriptive qualitative research. This approach was chosen because it deals with revealing events in depth and focuses on events that are found naturally. This is in accordance with Sugiono's statement (2013) that qualitative research is examining a natural object condition where the researcher is the instrument. The focus of this research is to describe the competence of special guidance teachers in inclusive elementary schools located in Surakarta City. In this study using a descriptive research design of *self-report*. According to Sukardi (2014) a research design in the form of a self-report is a research design whose information is collected directly by the researcher.

This research was conducted in two inclusive schools in Surakarta, namely, Pajang I Elementary School and Lazuwardi Kamila GIS Elementary School. This study uses data collection techniques of observation, interviews, and documentation.

The observation applied is open observation. Observations were carried out in an inclusive school environment, both inside and outside the classroom. The target class in the school is a class that has children with special needs. Observation activities take place during the teaching and learning process, by looking at the role of special guidance teachers in providing explanations of subject matter to students with special needs and children's activities outside the classroom such as when resting or playing with friends (socialization activities), participating in extracurricular activities, and others. Seeing the extent to which special guidance teachers carry out programs that have been planned and the problems faced when providing guidance to children with special needs.

The interview used in this research is a structured interview. Structured interviews are interview techniques in which researchers meet face-to-face with respondents using previously prepared guidelines (Sukardi, 2014). Interviews were used to obtain data related to the planning of special guidance teachers in guiding children with special needs in inclusive schools, the implementation of programs that have been prepared by special guidance teachers, the obstacles experienced by special guidance teachers in providing services to children with special needs in inclusive schools and solutions for supervising teachers, specifically in dealing with service problems in inclusive schools. Respondents in the interview included school principals and special guidance teachers.

Documentation in this study is used to provide new information, clarify and strengthen the information that has been obtained through observation and interviews. The data traced in the documentation is data from school principals, special guidance teachers, planning of

learning programs or handling for children with special needs, data on the development of children with special needs before and during studying at the school.

Research data that has been obtained through observation, interviews and documentation were analyzed using the analysis model of Miles, Huberman, & Saldana, namely data condensation, data presentation and conclusion drawing and verification (Miles et al., 2014).

3. RESULT AND DISCUSSION

4.1. Research Result

The results of the study include planning, implementation of services for special guidance teachers in inclusive schools in the city of Surakarta which consists of identification, assessment, individual learning programs, specific programs and curriculum modifications, the problems of special guidance teachers in providing services in inclusive schools in the city of Surakarta, and solutions taken in overcoming service problems in inclusive schools.

In this study, all schools had special guidance teachers who were directly assigned or appointed to carry out their duties as special guidance teachers. Most of special guidance teachers were come from classroom teachers or subject teachers who are graduates of Special Education. Then the data from this study are described as follows: following:

4.1.1. Planning for Special Guidance Teachers in providing guidance for Children with Special Needs in Inclusive Schools in Surakarta

The role of a special guidance Teacher in providing a learning guidance in the classroom requires a plan. Within the scope of inclusive schools, special guidance teachers are tasked with planning identification, assessment, PPI, specific programs and curriculum modifications. Based on the results of research, special guidance teacher at Pajang I Elementary School and Lazuardi Elementary School are still lacking in planning special programs for students with special needs. This is because the number of students with special needs and the number of special guidance teacher is not balanced, or the skills of special guidance teacher in teaching students with special needs are too forced, so that they are not optimal in understanding the students being mentored

The planning for identification, assessment, and PPI at Lazuardi Kamila GIS Elementary School has not yet been implemented administratively. Meanwhile, Pajang I Elementary School has implemented an assessment plan for students with special needs.

4.1.2. Implementation of Special Guidance Teacher Guidance at Inclusive Schools in Surakarta

This implementation consists of identification, assessment, individual learning programs, curriculum modifications, and the provision of subject guidance according to the needs of students with special needs. Overall identification has been carried out in all schools, but there are schools that have not regularly recorded written reports regarding the results of their identification. Not all schools conduct assessments for children with special needs. For example, in Lazuardi Elementary School, the special guidance teacher has not explicitly provided notes about progress and obstacles in providing guidance for children

with special needs. In contrast with Lazuardi Elementary School, in Pajang I Elementary School, the special guidance teacher was carried out the assessments at the beginning of students entering the school. The technique in the assessment and the content in the assessment are deep, however, it is only an assessment of the child's specificity, not yet leading to an assessment from related experts who refer to the specification of children's learning needs (Triani, 2012). The technique used in the assessment is a test from a psychiatrist, orthopedist. But it is very unfortunate, because it has not involved special education experts in making decisions in guiding children with special needs.

4.1.3. The Issues Facing Special Guidance Teachers in Surakarta's Inclusive Schools in the Provision of Services

Based on the results of the research, there are several problems experienced by special guidance teachers in providing services for students with special needs. Administratively, special guidance teachers have not fully performed optimal services such as in the process of identification, assessment, PPI, behaviour modification and special programs. Special guidance teacher who are in inclusive schools come from classroom teachers/subject teachers and many of them had no certificate of PLB (special education), so that the knowledge of special guidance teacher about children with special needs and understanding of the concept of inclusive schools is quite limited. This has resulted in special guidance teacher unable to provide more handling to handle children with special needs in inclusive schools.

Pajang I Elementary School has 15 students with special needs consisting of the types of hearing impairment, mental retardation, autism and slow learning. Lazuardi Elementary School has 13 children with special needs consisting of the types of hearing impairment, mental retardation, autism, slow learning, down syndrome, and ADHD.

Moreover, some of the special guidance teachers who are mostly not PLB graduates complain that in fact they do not have much knowledge about children with special needs, so they find it difficult to deal with and provide services to children with special needs. Especially for dealing with children who are deaf, ADHD and autistic who have barriers to communication. Furthermore, facilities that are still not supportive in the process of providing services for children with special needs are one of the obstacles to the planned program so that it cannot run optimally.

4.1.4. The solution taken by the Special Guidance Teacher who in Overcoming The Problem of Service in The Inclusive Elementary School of Surakarta City.

Through some of the problems experienced by special guidance teachers at schools, of course, special guidance teachers are not just silent or do not seek solutions for their students. Even with the limited knowledge they have, they try to pay attention to children with special needs in lessons. As was done at Pajang I Elementary School by class teachers and special guidance teacher. Before the lesson took place, and the lesson was over, they exchanged information about the material that had been delivered. Furthermore, the special guidance teacher also has a discussion with other special guidance teacher on how best to guide students, if there are difficult problems when providing material to students with special needs. While at Lazuardi Kamila GIS Elementary School, Special guidance teachers try to assist children in understanding the same curriculum as regular children. However, there is

still not enough collaboration with classroom teachers to establish teaching approaches that are appropriate for children.

Numerous difficulties confront special guidance teachers in inclusive schools, yet the local education administration is not silent. The city of Surakarta's education office assisted in resolving issues faced by inclusive schools in the city. Due to the fact that the education office is aware of the existence of special guidance teachers who are still honorary teachers and the majority of whom are non-PLB graduates, the education office hosts a workshop or seminar on inclusive education programs and the needs of children with special needs in inclusive schools. According to the results of the study, the relevant education office allocated most of the inclusion funds to carry out a two-day workshop attended by representatives of principals and teachers from inclusive schools in the city of Surakarta. The teacher consists of a subject teacher or class teacher, and a Special Guidance Teacher assigned by the school. In addition, there are also Teacher Working Group (KKG) activities which are routinely held every two months to evaluate the activities of special guidance teachers in their respective schools. The special guidance teacher forum in Surakarta also routinely holds evaluations every three months to improve the quality of mentoring for students with special needs in their respective inclusive schools.

4.2. Discussion

Regulation of the Minister of National Education (*PermenDiknas*) number 70 of 2009 concerning Inclusive Education, states that, what is meant by inclusive education is an implementation system education that provides opportunities for all students who have disabilities and have the potential for intelligence and/or special talents to participate education or learning in an educational environment together with students in general. Inclusive education has been launched by the Indonesian government since 2003. As an inclusive education provider, inclusive schools are involved. This inclusive school is a change to regular schools that provide education by including children with special needs and/or those who experience obstacles in accessing education to obtain quality education together with other students in general according to the needs of students. So inclusive schools are schools where children with special needs and normal children study together in one learning environment.

In general, the quality of inclusive education is influenced by several factors, including: curriculum, quality of teaching staff, facilities, funds, management, environment and learning process. The factor of educators (teachers) has a very large role in achieving the quality of education in general. This condition is possible because the teacher's position is very dominant in interacting with students in the learning process. Teacher competency standards are a set or required measure in the form of mastery of knowledge and behaving like a teacher to occupy functional positions according to the field of task, qualification, and level of education. In the implementation of teaching and learning activities in inclusive schools, the students consist of children normal and children with special needs, In addition to classroom teachers and subject teachers, it is necessary to be supported by educators with special skills in the learning process and in the development of children with special needs in general. One of the special staff needed is a Special Guidance Teacher (GPK) who serves as a companion for class teachers and subject teachers in serving children with special needs so that their potential develops optimally.

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Regulation of the Minister of National Education (*PermenDiknas*) No. 70 of 2009 Article 10 concerning inclusive education also states that there is at least 1 Special Guidance Teacher (GPK) in inclusive education providing schools. The same thing was conveyed in Surakarta Mayor Regulation No. 9 of 2013 that Local Governments and/or providers of inclusive education have provided special tutors in regular schools for Indonesian students since 2003. As providers of inclusive education are inclusive schools. This inclusive school is a change to regular schools that provide education by including children with special needs and/or those who experience obstacles in accessing education to obtain quality education together with other students in general according to the needs of students.

Based on the results of observations from two inclusive elementary schools in the city of Surakarta, it was found that special guidance teacher (GPK) was not graduates of PLB (special education), which resulted in less than optimal in understanding and performance of teachers in teaching students with special needs in inclusive schools. For example, at Pajang I Elementary School, from six special guidance teachers, only two are actually PLB graduates, and when there is a problem in providing material to students with special needs, these two teachers work hard to find solutions. Furthermore, from observations in schools, the role of teachers who are not PLB graduates and have not received training as special guidance teacher, when providing material explanations to students with special needs are still unable to provide explanations that are appropriate to the needs of students. For example, students with visual impairments, the teachers still use the word point in providing explanations, while in teaching students with learning barriers and intellectual barriers teachers still use words that are difficult to understand by those students with special needs.

Meanwhile, at Lazuardi Elementary School, there are already many special guidance teachers who are graduates of PLB (Special Education) so that the provision of material in class has minimal obstacles. However, the special guidance teacher at Lazuardi Elementary School still handles students with behavioural barriers (ADHD and autism), which should be handled by occupational graduates in handling behaviour modification.

4. CONCLUSION

Base on the study findings and discussion, we can conclude that:

1. Service planning for children with special needs is still not going well, especially in planning special programs for children with special needs. This is because knowledge about children with special needs is still lacking, special guidance teacher also lacks coordination with other special guidance teacher, and there are still limited learning media that are not developed. Special guidance teachers who are not PLB graduates also do not fully understand the special programs for their students which consist of the deaf, autistic, mentally retarded, physically handicapped and slow learners.
2. Services for children with special needs in inclusive schools in Surakarta which are handled by non-PLB special guidance teacher are still not running optimally. This is because the knowledge of non-PLB special guidance teachers about children with special needs, handling and services as well as inclusive programs for children with special needs is still lacking. In addition, there is still a lack of special guidance teachers for PLB graduates who become special guidance teachers in schools in Surakarta.
3. The government has made efforts to improve the ability of non-PLB special guidance

teachers by providing training in the form of workshops on children with special needs, services and needs of children with special needs and inclusive programs.

Suggestion

1. Inclusive education providers have an obligation to understand the components in its implementation, especially in terms of workforce, namely regarding special guidance teachers.
2. A non-PLB teacher appointed by the school to be GPK has an obligation to improve his knowledge, especially in understanding children with special needs, so that they are able to provide services according to their authority.
3. There needs to be cooperation between the education office and inclusive schools in order to establish a good relationship in the implementation of inclusive education, especially in the city of Surakarta.

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