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The education stakeholders' perspective of a mentoring programme for inclusive elementary schools in Indonesia: mutual of need and input, and mentoring support system

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ABSTRACT

Against the background that the inclusive education system in Indonesia is developing, it is hoped that the involvement of universities can solve the problems of implementing inclusive elementary schools, which the government has so far dominated with all its limitations. The study investigated the perspectives of several education stakeholders on the importance and the need for mentoring programmes to be implemented in inclusive elementary schools in Indonesia to achieve maximum success. Interviews were conducted with general teachers ($n = 12$), paraeducators ($n = 15$), university lecturers ($n = 5$) and government representatives ($n = 2$) about mentoring programmes that could be implemented jointly between universities and inclusive elementary schools. The thematic analysis summarises the statements of all stakeholders on two main themes: mutual of need and input between the university and inclusive elementary school and mentoring support system. The mentoring programmes are carried out in collaboration as equal partners between universities and schools with sustainable and systematic programmes.

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Introduction

The involvement of all education stakeholders in implementing inclusive education is essential for the success and improvement of the quality of inclusive schools. Each stakeholder's role is to contribute positively to every inclusive practice, including implementation in elementary schools. Several stakeholders, such as the government, schools, parents, and society, can significantly determine inclusive practices (Bush and Heystek 2003; Somerton et al. 2021). As the policy maker and source of inclusive implementation rules, the government is the central executor of inclusive education for all parties. The government must fulfil all support systems as a basic form of government involvement in inclusive schools, and a consequence of the policy is an obligation. The availability of financial and human resources such as teachers and school staff, knowledge and competence are critical factors for implementing inclusiveness in schools (Avramidis and Kalyva 2007). Policies issued by the government regarding inclusive education have consequences for all parties in implementing and fulfilling these policies in an actual programme.

Implementing inclusive practices originating from government policies aims to accelerate the goals of inclusive education (Slee 2011; Valle and Connor 2019). Several countries, with their government policies,

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have issued regulations on inclusive education or special education that allow each party to have different roles and obligations according to their needs. For example, the Finnish government has created a support system for all students, including students with special needs, in inclusive schools, providing access and a supportive and adequate environment for learning. It must ensure local school attendance and student welfare services (Ministry of Education and Culture 2021). In practice, all schools have a comprehensive multidisciplinary student welfare team that promotes the well-being of the school society. The team may include the principal, school nurse, school doctor, school social worker, school psychologist, special needs teacher, guidance counsellor, and class teacher or group instructor if needed (City of Helsinki 2020). The resources must have come from other parties, such as universities which produce teacher training with all competencies to become special needs teachers or school doctors, so that there is a cooperative relationship between stakeholders in education in achieving the goals of inclusive education. The involvement of stakeholders such as universities in inclusive education encourages the emergence of programmes that are relevant and adapted to the educational needs of graduates (Block et al. 2014; Pazey and Cole 2013). For universities with teacher education departments, the programme will be directed to achieving student competency so that it can be practised in schools where graduates will work. Ideally, universities are expected to produce graduates ready to be used and can solve problems in schools.

In Indonesia, the implementation of inclusive education, especially in elementary schools, is still being developed and implemented even though the challenges and issues faced are challenging to solve. Schools have faced complex problems because assistance and problem-solving rely solely on the government. Schools with all their limitations only solve their problems, and most need to provide long-term solutions (Lie, Andriono, and Prasasti 2014; Rufai et al. 2022). The impact is that many inclusive elementary schools are underdeveloped in their implementation. Other stakeholders, such as society and parents, have yet to play a significant role (Pratiwi et al. 2018). Parents and society fully surrender the handling of their children, especially those with disabilities, to the school. On the other hand, many parents still do not support inclusive education in elementary schools (Bacon and Causton-Theoharis 2013; Casinillo and Suarez 2022).

Meanwhile, Government Regulation of the Republic of Indonesia number 13 (2020) concerning Adequate Accommodation for Students with Disabilities, in Article 5 Number 3a, states that in preparing and providing educators and education personnel, universities that organise prospective teacher education programmes must provide inclusive education courses. This statement confirms a great attachment and responsibility between higher education, including universities, with the competency of prospective teachers who will teach in inclusive elementary schools. Collaboration between universities and schools is a continuation of teacher development programmes so that their competence is of higher quality through quality training programmes. This government regulation binds universities to collaborate with elementary schools to accelerate the attainment of inclusive education, in addition to government involvement which has always been dominant in inclusive practices. Universities, as centres of knowledge and teacher education, are expected to be able to design relevant programmes according to the needs of universities and schools (James Jacob, Xiong, and Ye 2015; Kelchtermans, Smith, and Vanderlinde 2018).

The current study investigates the perspectives of teachers, lecturers and the government regarding the importance and necessity of mentoring programmes for elementary schools in implementing inclusive education by universities based on university-school collaborative partnerships. We analyse the importance and need of mentoring programmes for inclusive elementary schools as equal partnerships in the success of inclusive education for each party described in theory and supported by relevant previous research in this field.

The inclusive education support system in Indonesia

The implementation of inclusive education in Indonesia requires a support system to open access for all students to achieve quality education for all. Since the publication of the Law of the Republic of

Indonesia number 8 (2016) concerning persons with disabilities and the regulation of the Minister of National Education of the Republic of Indonesia number 70 (2009) concerning inclusive education, the implementation of inclusive education has begun to be directed at all elementary schools so that they can accept all types of students without exception according to the capabilities of school resources in each province in Indonesia. This regulation must be strengthened in a governor, mayor or regent law regarding implementing inclusive education in the regions. In practice, the central and local governments must adjust and develop inclusive education in elementary schools according to regional needs and capabilities, including human and financial resources. In addition, in order to strengthen the inclusive education support system, a disability service unit was created in Indonesia based on the Law of the Republic of Indonesia number 8 (2016), which functions as a service provider and facility for people with disabilities, including increasing the competence of educators and education staff in regular schools in dealing with students with disabilities, providing consulting services, as well as developing cooperation with other parties or institutions to improve the quality of education for students with disabilities.

Regulations and laws that the central government and regional regulations have issued are the basis for implementing inclusive education so that they can be implemented optimally in Indonesia. However, in practice, the limitations of each region in meeting the education standards of each area there are different. With the current 38 provinces in Indonesia and financial conditions, human resources, including ensuring the number of certified teachers, facilities and infrastructure, are still many areas that need help to handle inclusive practices in elementary schools. Thus, it impacts the quality of education in the area in general. Meanwhile, in ensuring the quantity and quality of elementary school teachers in each province, currently, almost every province has universities–public and private–organising elementary school teacher education programmes.

The issuance of Government Regulation of the Republic of Indonesia number 13 (2020) concerning Adequate Accommodations for Students with Disabilities, in Article 5 Number 3a, illustrates that implementing inclusive education is not only the government's responsibility. Universities providing teacher education must be able to accommodate the needs and problems faced by elementary schools providing inclusive education, especially in developing inclusive education courses and other activities related to improving the quality of inclusive education in elementary schools. Meanwhile, number 3b states the provision of special education teachers in educational institutions that accept students with disabilities produced by special teacher education colleges. The two articles in the government regulation explain that teachers in inclusive schools and special education teachers can only be fulfilled by universities hosting prospective teachers.

Mentoring programme based on the university-school collaborative partnership

The inclusive school mentoring programme is a form of university responsibility as part of the stakeholders determining the success of implementing inclusive education, especially in elementary schools. Based on Government Regulation of the Republic of Indonesia number 13 (2020), Article 5, paragraph 3a means a relationship and collaboration between universities and schools providing inclusive education. This statement directly implies that the success of inclusive education is determined by the competence of prospective teachers whom universities have successfully educated. In Indonesia, there must be a programme continuously carried out by the government, including universities, so that all provinces can achieve quality standards of special education. So, it is necessary to have an inclusive elementary school assistance programme carried out by universities through collaboration or equal partnerships, or university-school collaborative partnerships. The mentoring programme is one of the most relevant approaches in helping the development of education and increasing the motivation of school administrators and teachers to impact students. Mentoring is an intervention activity to bridge gaps in a condition that positively affects achieving specific goals. The mentoring programme for schools providing inclusive education is one of the

intervention programmes to accelerate the achievement of inclusive education goals carried out by universities and elementary schools (Björnsdóttir 2017; Reicher 2010).

The university-school collaborative partnership-based mentoring programme means working together to achieve common goals of trust, knowledge, power, and assistance shared mutually. It is a concept aligned with teamwork which implies the development of faith and the recognition of shared values by all parties involved. The primary basis of the university-school collaborative partnership approach used in collaboration is (Bentley-Williams et al. 2017): (1) respect and recognition of each other's contributions and potential are seen as essential to produce a successful relationship (2) a transparent understanding of shared responsibility through the development of goals clearly articulated by both parties/organisations (3) a sense of commitment to the partnership as seen in the provision of a supportive and nurturing environment built by both parties (4) administrative support to facilitate achievement of the results of the model to be produced is essential (5) a constant process of analysis and evaluation of partnerships is critical to facilitating the achievement of results. The purpose of university-school collaborative partnerships in the context of inclusive education (Farah 2019) is to bridge the gap between theory and practice in inclusive education, especially in inclusive classroom learning, so that assistance can reduce this gap; provide opportunities for prospective inclusive teachers to learn more about inclusive practices so that when they are ready to teach they can implement learning in inclusive classrooms; to offer more coherent, practical and relevant inclusive education practices to students and members of inclusive schools; linking inclusive elementary school teachers and prospective teachers in universities in a learning society based on shared interests and beliefs, which is expected to lead to school development, even school reform, which can affect schools and inclusive elementary school assistance programmes; know the weaknesses, shortcomings of inclusive elementary schools so that they can be improved at any time, based on research at the university.

Methodology

To explain the perceptions of education stakeholders (teachers, lecturers, ministries) about the need for inclusive elementary school mentoring programmes by universities, semi-structured interviews with 27 teachers and focus group discussions (FGD) with five lecturers from universities and two representatives from the Ministry of Education, Culture, Research and Technology of the Republic of Indonesia which oversees the Directorate of Elementary Schools were conducted. Interviews were conducted several times (July 2022–September 2022). Meanwhile, the FGD was conducted on September 8, 2022. The Ministry of Education, Culture, Research and Technology of the Republic of Indonesia and the Directorate General of Higher Education, Research and Technology has approved this research project and determined that this research project met research ethics standards. Participants were fully informed about the aims and procedures before participating in the study and provided written informed consent.

Participants

We involved three categories of participants who represented the education stakeholders: elementary school teachers, lecturers and government. There were 27 teachers involved, consist of 12 general teachers (GT) and 15 paraeducators (PE), who taught inclusive classes from 19 elementary schools in 8 provinces in Indonesia. The elementary schools implemented inclusive classes with students in grades 1–6 (7–12 years). The lecturers involved were five people with home bases in the elementary school teacher education department and taught inclusive education courses in 5 public and private universities. Meanwhile, the government consisted of one representative from the Ministry of Education, Culture, Research and Technology, The Directorate of Elementary Schools of The Republic of Indonesia, and one person from the Bogor District Education Office.

Table 1. Characteristics of the participant (teacher).

	General teachers (%)	Paraeducators (%)
Gender		
Male	3 (25)	2 (13.3)
Female	9 (75)	13 (86.7)
Work experiences		
1 years		1 (6.6)
1–5 years	4 (33.3)	10 (66.7)
>5 years	8 (66.7)	4 (26.7)
Level of education		
Master	3 (25)	2 (13.3)
Bachelor	9 (75)	13 (86.7)

Table 2. Characteristics of lecturers and representative of ministry.

	Lecturer (%)	Ministry (%)
Gender		
Male	2 (40)	2 (100)
Female	3 (60)	
Work experiences		
1–5 years		
>5 years	5 (100)	2 (100)
Level of education		
Doctoral	1 (20)	
Master	4 (80)	2 (100)

The two representatives of this Ministry work on developing inclusive education, especially in elementary schools (Tables 1 and 2).

Data collection

For teachers, we conducted interviews with 27 teachers (GT and PE). GT is a teacher who teaches in an inclusive class and is responsible for all students, while PE is a teacher who is responsible and only handles students with special needs. Before conducting interviews, to determine inclusive elementary schools and the teachers involved, we mapped out the schools that would be involved in the research. The purposive sampling method was used in data collection, especially in determining inclusive schools. We invited several elementary schools we collaborated with to be involved in the research.

Meanwhile, other research members also coordinated with inclusive elementary schools from other provinces, which was the goal of inclusive research, including working with district and municipal education offices. Five university lecturers – including university researchers – were involved in the FGD activities because of a cooperative relationship and involvement in the elementary school teacher education association. Other stakeholders from the Ministry have been our partners thus far in the field of education, including in inclusive education.

The procedure we carried out in conducting interviews with teachers was to give a research permit to the principal of an elementary school that organises inclusive education. With this approval, the principal recommended teachers who have taught inclusive classes and would be involved in interviews. Technically, we conducted interviews with all teachers in one school in turn. The interviews were conducted for three months offline at school. Before completing the interviews, we made an appointment to determine the interview time with the teachers. The interviews were recorded by a digital voice recorder and lasted between 1 – 1 h and 30 min. Interviews were conducted in the meeting room or other rooms such as the library. The interview guide was organised into several topics, with open-ended and non-leading general questions and some follow-up questions.

For FGDs, we conducted activities online through the Zoom application. Before conducting the FGD, we sent letters of permission or approval to be involved in research activities to the heads of departments of each university. We did the same thing to the Ministry by sending research permits to the Directorate of Elementary Schools and the Head of the Bogor Regency Education Office. After obtaining approval, we sent discussion materials to each participant to be discussed together during the FGD. The FGD was carried out for one day and lasted 3 h. Each lecturer and representative from the Ministry provided opinions and input regarding research topics related to the elementary school mentoring programme – which organises inclusive education – by the university. We recorded via the Zoom application during the activity, which would become material for analysis in the following process.

This study

We interviewed GTs and PEs teaching inclusive classes for more than five years about the involvement and collaboration of universities in elementary schools that provide inclusive education and assistance programmes that should be provided to schools. The following questions guided the interview:

- (1) Is it necessary to implement an inclusive school mentoring programme by the university? Why do elementary schools that carry out inclusive education need universities' mentoring?
- (2) What mentoring programme activities can universities and schools carry out?
- (3) What is the position and role of universities and elementary schools in collaborative partnerships in implementing inclusive education so far? Why must both parties collaborate as equal partners in implementing the mentoring programme?
- (4) Why must the government also be involved in the mentoring programme?

The topic of discussion given in the FGD to lecturers focused on the research objective of obtaining a model for an inclusive elementary school mentoring programme that a university-school collaborative partnership-based university would provide. Some of the questions the lecturer gave were the same as the question points 1–4 assigned to the teacher. In addition, it also discussed the contribution or role of schools in the development of inclusive education courses given to students as prospective teachers in elementary schools. Meanwhile, for representatives from the Ministry, the topic of discussion provided was related to the role of the Ministry's involvement in providing inclusive education services to schools providing inclusive education including their opinions regarding the university assistance programme for schools as a form of implementing policies that the Ministry has issued.

Data analysis

The data analysis aims to describe the model of the university-school collaborative partnership-based inclusive elementary school mentoring programme. Interviews were transcribed and analysed using the QSR NVivo 12.

We used the thematic analysis of Braun and Clarke (2012), which is suitable for identifying, evaluating and making the main themes disclosed by researchers. In this analysis, we combine deductive and inductive procedures. As a starting point for categorisation, we referred to conditions regarding cooperative relationships between universities and schools, including the theory of collaborative partnerships, inclusive education and inclusive schools. The analysis included all participants' statements and perceptions of the inclusive elementary school assistance programme. Statements were identified according to perspective themes, which were then concentrated, summarised, coded and categorised into units of analysis. The procedure for data analysis steps can be seen in Table 3.

Results

The thematic analysis produces four categories. We group these categories into two main research themes, namely (1) mutual of need and input and (2) mentoring support system (Figure 1).

Mutual of need and input

Mutual of needs and inputs are the beneficial relationship between universities and inclusive elementary schools. Universities need input from inclusive elementary schools related to the need for inclusive education course content and school programmes that can support the competency of prospective teachers when they have to teach in elementary schools. Meanwhile, inclusive elementary schools require input from lecturers and researchers related to solving inclusive problems faced by schools and the need to improve services to all students. So inclusive universities and elementary schools need each other and mutually need all the benefits.

We identified three categories that refer to mutual of needs and input: organiser, facilitator, and mentor. Category as *organiser* relates to that university as providers of inclusive education courses and implementers of inclusive education research, and elementary schools as providers of employment opportunities for graduates of elementary school teacher education students. Universities–departments– as providers of inclusive education courses as part of the mentoring programme, it is essential to provide inclusive courses to students because it is one of the competencies students must have when they graduate to become prospective teachers in elementary schools. The government has issued a policy that all elementary schools must become schools providing inclusive education–inclusive primary schools–. In addition, Government Regulation of the Republic of Indonesia number 13 (2020) concerning Adequate Accommodation for Students with Disabilities, in Article 5

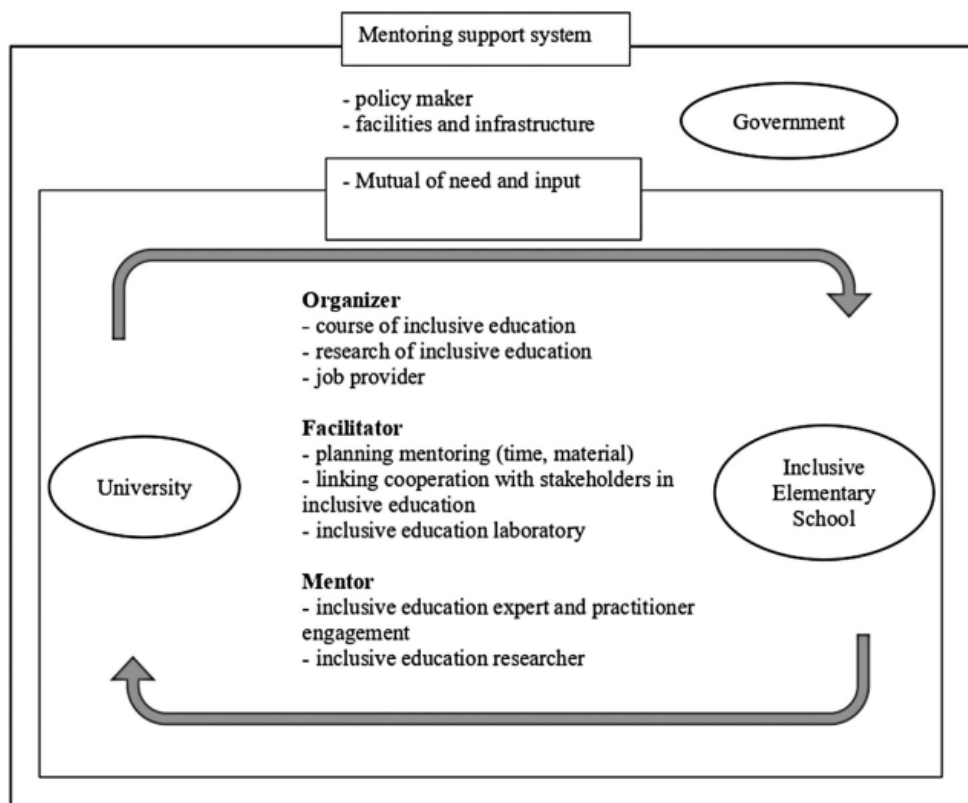


Figure 1. Mentoring programme to inclusive elementary schools: mutual of need and input, and mentoring support system.

Table 3. Procedure of data analysis.

Steps (Braun and Clarke 2012)	Activity	Output
1. Become familiar with the data	<p>Read the data that has been collected (interviews, FGD) to make notes related to the topic, by transferring the data from the transcript to the NVIVO application.</p> <p>Example: '... By collaborating and working together we gain new knowledge and can exchange ideas to find solutions to problems experienced at school ...' (<i>Training</i>) 'It can be a partner or an institution that is able to educate, discuss and be a solution for every need for an inclusive school' (<i>Solution to solving</i>) 'The problem I get when I teach inclusive children is that I have difficulty conveying material and giving assignments to these children' (<i>Transfer of material</i>)</p>	<p>Keyword of the data (32 keywords):</p> <ul style="list-style-type: none"> • Training • Continuous mentoring • Seminar • Socialisation • Potential place for children • Discussion • Home visit • Looking for yourself • Solution to problem • Person responsible • Resource provider • Competence of prospective graduates • Education personnel provider • Special knowledge • Competence of prospective teachers • Bullying • Facility • Paraeducator • Student characteristics • Cooperation between teachers • Teacher competence • Community • Transfer of material • Comparison of teacher and student ratios • Instructional time • Parent support • Student school rights • Teacher competence • Inclusive school development • Under 1 year • Over 1 year • Sustainable
2. Generate initial codes	<p>Organize data by generating initial codes from meaningful, interesting, and relevant statements into small pieces, and related to our research questions. Coding is done line by line using open coding, so we don't have predefined code, but develop and modify code as we work through the coding process.</p> <p>Example: 'The university is responsible and a stakeholder that determines the success of implementing inclusive education, especially in elementary schools'. (<i>University responsible</i>) 'Teachers need experts to help solve problems with the latest, more optimal methods' (<i>Expert provider</i>) <i>University responsible; Expert provider</i> (University involvement)</p>	<p>Initial code (14 codes)</p> <ul style="list-style-type: none"> • University involvement • Inclusive education resource center • Understanding of students in inclusive classes • Courses that are relevant to inclusive education • Inclusive school mentoring • Human Resource Development • Student characteristics • Teacher competence • Understanding of inclusive education • Inclusive classroom learning • Mentoring in the availability of inclusive schools • Learning assistance in inclusive classes • Planning for mentoring time • Set training time

(Continued)

Table 3. Continued.

Steps (Braun and Clarke 2012)	Activity	Output
3. Search for themes	Examining the code to be used as categories to be used as sub-themes related to research questions Examples: 'Give courses about this which is about children with special needs' (<i>Courses that are relevant to inclusive education</i>) 'What I hope from the college is to be able to provide an extraordinary education major where teachers who want to continue their education can be channelled' (<i>Majors relevant to inclusive education in universities</i>) <i>Courses that are relevant to inclusive education; Majors relevant to inclusive education in Universities</i> (Course of Inclusive education)	Initial sub-themes (10 sub-themes) <ul style="list-style-type: none"> • Inclusive education researcher • Inclusive education expert and practitioner engagement • Inclusive education laboratory • Linking cooperation with stakeholders in inclusive education • Planning mentoring (time, material) • Job provider • Research of inclusive education • Course of inclusive education • Policy maker • Facilities and infrastructure
4. Review themes	Review all sub-themes, modify, develop and consider all reasonable themes, not overlapping so that they can become the main theme Examples: 'This training takes time, which may be quite a long time to adjust to the skills and comprehension abilities of the teacher' (<i>Planning mentoring</i>) 'We hope for cooperation with various parties, including universities, education offices, and psychologists' (<i>Linking cooperation with stakes holders in inclusive education</i>) <i>Planning mentoring; Linking cooperation with stakes holders in inclusive education</i> : Facilitator	3 sub-themes <ul style="list-style-type: none"> • Organizer • Facilitator • Mentor
5. Determine the theme	Refine the sub-theme by connecting, uniting, and even removing sub-themes that are not in accordance with the research question Examples: 'Its role is to provide training to teachers who have a lack of knowledge' (<i>Mutual of need and input</i>) 'If I see that so far government policies have existed, it just has to be seen what has been lacking so far for inclusive education, such as facilities and infrastructure' (<i>Mentoring support</i>)	Main theme (2 themes) <ul style="list-style-type: none"> • Mutual of need and input • Mentoring support
6. Write the report	Illustrative quotes were identified for use in this paper	

Number 3a, states that in the context of preparing and providing educators and education personnel, universities that organise prospective teacher education programmes must provide inclusive education courses.

This statement emphasises a great attachment and responsibility between higher education (universities) and the competency of prospective teachers who will teach in inclusive elementary schools. For inclusive education courses to be relevant to problems that occur in inclusive schools, input from schools is needed to develop this course. The following statement taken from a lecturer illustrates this perception:

Elementary school teacher education graduates are prospective teachers, so they must have the knowledge, insight and skills to solve problems in inclusive classes that have been faced by teachers in schools. So as a lecturer, I need input from inclusive schools for the development of inclusive education courses on campus. (Lecturer 1)

In addition to course development, in solving the problems faced by inclusive elementary schools, it is necessary to have research results that can help schools. The university researches inclusive

education in inclusive elementary schools by students and lecturers as part of the input-needs analysis to improve the quality of inclusive practices in inclusive elementary schools. The research results can be the basis for schools to solve problems in schools, including learning in inclusive classes. Schools hope that schools are not only research objects for universities but are also involved in research, and the results can be implemented in inclusive education practices. The following statement taken from a PE person illustrates this perception:

I hope that teachers will also be involved in conducting research, not only to become objects of research so the research results can be practised in schools so that they can help with problems that teachers have faced so far. (PE 2)

Meanwhile, inclusive elementary schools, which are job providers, emphasise the role of schools that will accept graduates to become prospective teachers in schools according to the competencies set by the government. As a prospective teacher in elementary schools, competencies regarding inclusive education must be relevant to the theory students acquire at universities and practice in elementary schools. For this reason, several relevant activities, such as internships in inclusive elementary schools by students as a form of teaching practice before completing their studies at the university, aim to enable students to practice theory with field realities. The school hopes that the competencies achieved by students can be put into practice, especially in solving problems in class. The school hopes that 'ready-to-use' students are reliable prospective teachers and can always overcome the ever-changing issues and developments in an inclusive classroom. The following statement taken from a GT illustrates this perception:

We hope to accept that students who will become prospective teachers at our school are prospective teachers who can solve problems in inclusive classes. For this, they need to achieve competence according to the criteria of a teacher. (GT 5)

The second category, *facilitator*, indicates that the university plans regular and sustainable assistance to inclusive elementary schools. Facilitators for universities and elementary schools are a core part of the mentoring programme. Part of the facilitator consists of planning, mentoring, and linking with stakeholders in inclusive education, inclusive education laboratory. Planning mentoring involves universities and schools planning mentoring programmes in the form of actual activities. Mentoring planning consists of mentoring activities, mentoring time, and materials. Schools expect the form of assistance to be in regular and planned activities. Forms of mentoring can be in the form of seminars, training, outreach about inclusive education, and mentoring materials that can be provided during mentoring, such as knowledge about students with disabilities and their handling, student identification, inclusive curriculum design, lesson plans and individual educational program (IEP). The mentoring time is expected to be adjusted to the achievement of mentoring over one year to 3 years. The following statement taken from a GT illustrates this perception:

I hope that assistance can be carried out on a scheduled basis in the form of hands-on training with material that has been a problem for me in teaching, such as how to deal with students with disabilities, identify students and make lesson plans. (GT 8)

The following form of the facilitator is the university to link cooperation with other stakeholders to establish cooperation and benefits schools such as the city/district education office, psychologists, and society organisations. So far, schools have only relied on support from the central and regional governments. With links with other stakeholders, such as psychologists, it is hoped that it can assist schools in solving problems such as identifying and assessing students. So far, the obstacles experienced by teachers in handling students with disabilities in learning are limited knowledge about students with disabilities, so they require special expertise in handling students with disabilities. To accelerate involvement and cooperative relationships with psychologists and schools, universities can connect faculties that provide psychology programmes and provide training and assistance to schools, especially those concerning handling students with special needs. One GT gave his opinion on this matter:

So far, I have had difficulty identifying and dealing with students with disabilities because my educational background is not in special education, so I need the help of a psychologist to understand students with disabilities. However, my school does not yet have a cooperative relationship with a psychologist, so with the university's assistance, I hope to have access to a psychologist. (GT 7)

Elementary schools are also facilitators in being laboratories for universities to enhance the development of inclusive education. The results of research conducted by the university can become a place for direct practice, piloting activities, and research improvements, the ultimate goal of which is to solve inclusive problems at school and to improve inclusive education courses that require dynamic development.

The third category we found was *mentor*. The mentoring programme is also expected to involve experts and practitioners of inclusive education. The involvement of inclusive education experts and practitioners, such as professors and lecturers, will assist inclusive elementary schools is essential. Professors, lecturers and other academics who have competence and experience in developing inclusive education are expected to be able to assist in providing core knowledge to teachers in training activities with various topics of concern to teachers in inclusive classes. Teachers can gain additional problem-solving competencies through training activities on a scheduled basis. So far, if there are problems in inclusive classrooms, it is difficult for teachers to find experts or practitioners to help them solve them. This mentoring programme allows teachers to express and ask questions regarding inclusive education easily. This opinion was found in one of the teachers:

If I have problems in class, I need clarification about whom to ask because I need more knowledge about inclusive education. But with the assistance and involvement of experts, I hope to be assisted by them. (GT 11)

Besides experts and practitioners, the mentors are university researchers conducting inclusive education research annually. The involvement of researchers in the mentoring programme is expected to be able to disseminate research results to schools, especially teachers, regarding the latest research results. For example, teachers can modify learning with the latest learning methods and technology-based learning media, which are currently very useful for teachers and students, as well as other innovations that can help solve inclusive education problems according to the dynamics of inclusive schools. The following statement taken from a GT illustrates this perspective:

With mentoring programs such as training provided to teachers, researchers can provide the latest research results to help teachers in inclusive classes. (Lecturer 3)

The perception of all stakeholders, the findings of mutual of needs and input explain the need for collaboration between all stakeholders. From the teacher's point of view, both GT and PE support collaboration between universities and schools. Schools need research results and ideas to support implementing inclusive education. The problems that occur in inclusive classrooms are very dynamic, and with all the limitations, the teacher needs the help of lecturers or researchers who can help overcome them. In line with teachers, from the lecturer's point of view, cooperation with inclusive elementary schools must be carried out between the two parties. The lecturer explained that collaboration with elementary schools, including activities that students can carry out, will have a positive impact which can provide a real picture if students become teachers in inclusive primary schools. The views of representatives from the government also have similarities with lecturers and teachers in the mutual of needs and input collaboration between the two parties. The government supports this collaboration so that inclusive education can run according to service standards and regulations in Indonesia.

Mentoring support system

The mentoring support system consists of two categories: policymakers, facilities and infrastructure. These two categories involve the role of the government, namely the Ministries of Education, Culture, Research and Technology, as well as city/district education offices. As a support system in

the mentoring programme, the government is expected to support and provide appropriate and relevant needs for universities and elementary schools. For policymakers, the government – the ministries of education, culture, research and technology – including other related Ministries must be able to make policies that support implementing inclusive practices for all parties. One of the policies related to the mentoring programme is the obligation of universities providing teacher education to organise inclusive courses that aim for prospective teachers to acquire inclusive education competencies when they become teachers in elementary schools. This policy is the basis for universities to be able to design and adjust the content of inclusive education courses so that they are relevant to the problems faced by elementary schools. Support in policies that provide opportunities for universities and schools to have cooperative relationships in inclusive implementation is expected to become partners who can support each other. Likewise, the government needs help to succeed in inclusive education, so cooperation from all parties in making valuable policies is required. The government representative explained this opinion:

The Ministry always supports by making policies that can succeed in implementing inclusive education in Indonesia, including through mentoring programs conducted by universities. (Representative of the Ministry)

In addition to policies, government involvement provides facilities and infrastructure to inclusive schools. The facilities and infrastructure the government provides still need to be improved because they are related to the availability of funds and resources, such as the PE, which the government should provide. Various facilities and infrastructure for inclusive schools, such as conducive and child-friendly classrooms and hardware and software supporting learning, still need to be improved in schools. Nevertheless, the government continuously provides these facilities and infrastructure to support implementing inclusive education at both universities and schools. With the university's mentoring programme and the fulfilment of facilities and infrastructure, it is hoped that it can naturally support inclusive practices. Representatives from the education office expressed this opinion:

We strongly support the existence of a mentoring program conducted by universities for inclusive elementary schools because it will provide many benefits. For this reason, the education office always provides facilities and infrastructure that support schools by collaborating with the Ministry to achieve inclusive education goals. (Education Office)

Meanwhile, the lecturer hopes that the government's role, namely the Ministry and the education office in each city or district, must always be present to help with inclusive elementary school problems. The education office must take the initiative in helping schools, especially with teacher problems in the classroom, through scheduled training activities. The lecturer raised this opinion:

The education office or ministry should be able to actively understand the problems of teachers in inclusive classes, and help solve problems through activities such as regular and continuous training. (Lecturer 2)

The teacher's opinion regarding the government's role in mentoring activities is expected to support the mentoring programme's implementation actively. It is hoped that the government can facilitate the implementation of inclusive education in schools by fulfilling the infrastructure and providing more educators because many schools do not have paraeducators for inclusive classes. The educators there so far are very limited and have less ability to deal with students with disabilities, especially students with disabilities. With the mentoring programme, PE can also participate in this activity to work with GT to deal with students in inclusive classes. This opinion was expressed by GT:

The government should be able to provide paraeducators, and be able to take part in mentoring programs so that they can work together with class teachers in teaching inclusive classes. (GT 4)

Discussion

In this research, we interviewed several stakeholders in education, including teachers, paraeducators, lecturers, and representatives from ministries, about their understanding of university-school

collaborative partnership-based mentoring programmes. Stakeholder statements were analysed against the theoretical background and research findings in the field of university-school partnerships. In combining deductive and inductive procedures, we investigated the ideas and experiences of stakeholders, especially teachers, in implementing inclusive education in schools and the Ministry's role in facilitating inclusive education so far with previous literature and containing further aspects. Overall, we have succeeded in finding essential elements of this research topic by emphasising the role of both parties between universities and schools, including involving the government in implementing mentoring programmes.

We identified categories that reflect ideas from teachers, lecturers and ministry representatives regarding mentoring programmes in Indonesia. Overall, concepts and expectations explained by all stakeholders show that in Indonesia, the implementation of inclusive education, especially in elementary schools, still needs to follow standard practices. The inclusive practice still needs improvement in all aspects, both in the provision of human resources, facilities and infrastructure, as well as the competencies that prospective teachers and teachers who have taught in schools must possess. The problems faced by schools that implement inclusiveness cannot be solved independently by schools due to limited access and knowledge owned by schools, especially teachers. The teachers have different backgrounds in the class; when they have to handle students with special needs, it becomes the most significant difficulty for the teacher, impacting the implementation of learning in inclusive classes. Student learning outcomes need to be optimally achieved. This condition continues to occur, and there needs to be follow-up in solving this classic problem from any party, including the university, which produces prospective teachers who will teach in inclusive schools. The university's role has yet to go too far in helping schools solve problems at school.

We grouped several categories from the data analysis process into the main theme regarding mentoring programmes that can be carried out collaboratively between universities and schools as two parties directly involved in implementing inclusive education. The thematic maps show the organisation of categories according to various levels, and potential interactions between categories are then developed. We cover all the code and categorisation, as well as the possibility of integration between categories so that it can be simplified to two main themes. First, mutual of need and input emphasise that universities and schools are joint parties involved in inclusive practices. Mutual of needs and inputs are the beneficial relationship between universities and inclusive elementary schools. Both parties need balanced collaboration as the best partner to have the same responsibilities and benefits from the mutual impact. However, the two parties have yet to align the needs and achievements that should support the success of inclusive practices at schools and universities. Universities, as organisers of prospective teacher programmes, should be able to map their needs in inclusive education course material, which has become an obligation as an implementation of government policies. Universities with a lot of human resources and knowledge should be able to involve schools in providing input in filling in inclusive education lecture material relevant to the problems schools face. Universities must open shared space with many parties, especially schools, to avoid self-conceit, indicating that only parties know about inclusive education. This is in line with research by Brookhart and Loadman (1992); Slade, Lowery, and Bland (2013) that universities must be able to reflect on themselves regarding the relationship between all parties, not only knowledge production, including how we teach, and what we will teach—course material— but also social production –.

As organisers, universities and schools have the same opportunities and benefits in determining the needs that must meet in inclusive practices. Experience in inclusive education research is the basis for developing inclusive education courses and assisting schools in solving inclusive problems (Ainscow 2005). The involvement of both parties is unavoidable as a separate part of the inclusive education system. Even though so far inclusive practices in Indonesia have been dominated by the government in meeting the needs of inclusive schools, they have limitations both financially and in knowledge about inclusive education. For this reason, the involvement of both parties

must be mandatory in developing and adjusting increasingly dynamic inclusive practices. Universities must not only produce knowledge and prospective teachers at the level of fulfilling the achievement of completing the number of graduates but also consider the long-term impact prospective graduates can practice when teaching in schools. At least future graduates can adapt quickly to changes in inclusive practices. Schools are also expected to have equal partnerships with universities. As a place for prospective graduates, schools have the right to obtain old and new knowledge related to the development of inclusive education through written collaborative relationships, which have so far been limited to research objects. Schools can use research results to solve the blackest inclusiveness problems in classrooms.

So far, the relationship between universities and inclusive schools has yet to provide equal benefits (Pappas, Papoutsi, and Drigas 2018). Schools as university research sites, for example, are limited to providing research sites, serving as data providers, and providing observation sites for universities. However, research results are kept private from schools. Collaboration relations are still based on the needs of each party in fulfilling the demands of an activity, such as internships for students and fieldwork, including research by lecturers and final-year students, even though all of these outputs, if practised in inclusive classes, can solve teacher problems. Even if research results are disseminated to schools, it is only limited to seminars that need more depth so that teachers cannot practice them in class. For this reason, schools need advanced programmes that can provide more in-depth knowledge to teachers so they can practice research results more independently later. The mentoring programme is one of the ways that can implement inclusive practices sustainably and independently in schools.

Second, the mentoring programme involving universities and schools aims to ensure that schools can carry out all-inclusive practices following the dynamics of inclusive education development to achieve inclusive education's success (Haye 2018; Maina 2014). The involvement of universities and schools does not only benefit one party, but both parties must support each other and work together as equal partners. The two parties jointly determine the mentoring plan, such as the length of the mentoring, the material to be studied, and the practitioners and experts involved in the training activities in small groups. With the university's active involvement in training activities, opening access for schools in collaboration with experts such as psychologists or other society organisations will provide hope for schools to solve real problems in inclusive schools (Ainscow and Sandill 2010; Taylor and Sidhu 2012).

For Indonesia, which has 38 island-shaped provinces, it is still challenging to implement inclusive practices with the same standards in each province. The obstacles faced by Indonesia in implementing inclusive education so far are due to the need for more cooperation from all parties, and they still need to be operating separately. So far, the government has yet to maximise embracing all parties to work together and collaborate in inclusive practices. Even though the government has issued policies related to inclusive education and other relevant regulations, the implementation has yet to systematically and holistically align all parties. Several government activities for schools, such as seminars and inclusive education training, still need to be expanded beyond basic knowledge. There is a need to be more sustainable and have regular special programmes. With the mentoring programme, it is hoped that the government, as a policy maker, can adjust policies to develop inclusive education to the conditions in universities and schools (Nel et al. 2014; Waitoller and Kozleski 2013).

At present, all stakeholders, including teachers, lecturers, and the government, have the same view of implementing inclusive education to achieve the goal of fair education for all students in Indonesia. Even though each stakeholder has different tasks, they have a common goal in advancing inclusive education, including mentoring programmes for inclusive elementary schools. All stakeholders explained that there was a need for a mentoring programme for inclusive elementary schools. The central point was at the university as a provider of teachers and schools as recipients of teachers. The lecturers believe that the mentoring programme aligns with government programmes carried out so far, even though it is still in limited conditions, such as teacher training

or seminars on inclusive education. Universities need to provide positive interventions related to accelerating equity in inclusive education in all provinces in Indonesia, which are carried out as one of the assistance programmes. The teachers believe that a mentoring programme is a form of collaboration with universities that can provide significant advantages in solving school-inclusive education problems. According to the teacher, the mentoring programme will open opportunities for open discussion with lecturers, which has been challenging to do so far due to the lack of access to universities. The mentoring programme places teachers as equal partners with lecturers and researchers to produce a higher-quality inclusive education. For the government, a mentoring programme is a support programme for inclusive elementary schools that is mutually beneficial for all parties. Ministry representatives explained that implementing mentoring programmes needs to be carried out independently by universities and schools despite the government's limitations in advancing inclusive education.

The government's limitations in providing inclusive education components such as training, teacher resources and learning practices need to involve universities as prospective teacher supply institutions. For this reason, all policies made by ministries must be able to accommodate all interests. The government's role in mentoring programmes must be able to support all aspects of inclusive education, not only in government policies or regulations but the consequences of these policies must be able to be supported with concrete steps by involving all parties, collaboration as partners that can accelerate the goals of inclusive education in Indonesia.

Conclusion

The mentoring programme based on university-school collaborative partnership must maximally be implemented to achieve inclusive education in Indonesia. The mentoring programme is one way of participating and involving universities and schools in equal partnerships in solving the problem of implementing inclusive education as a form of implementing policies set by the government. The benefits of mentoring programmes must be shared mutually between universities and schools. The mentoring programme is a two-way collaboration between universities and schools with the aim that both parties can help each other and solve inclusive education problems in a sustainable, systematic and independent way in the future. The implications of this study's results indicate that the mentoring programme's success must also involve the government and society because the involvement of all stakeholders in education can achieve success in implementing inclusive education.

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Disclosure statement

No potential conflict of interest was reported by the author(s).

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