

## Teaching Service Quality in Special Education Schools: A Descriptive Study of Teachers without Special Education Qualifications

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### ABSTRACT

This study aims to determine how the quality of teaching services of Special School (SLB) teachers is in designing learning for students. The study was motivated by the fact that many teachers still teach outside their area of expertise, particularly in Special Education Schools. The research method used in this study is qualitative research, employing in-depth interview techniques with research subjects. The research subjects were special school teachers at SLB Bina Bakti, South Jakarta, with data collected through semi-structured interviews, observations, and documentation. Data validity was ensured using source triangulation and method/technique triangulation. Data analysis employed an interactive model consisting of data collection, data condensation, data display, and conclusion drawing. The results of this study indicate that the quality of teaching services of teachers at SLB Bina Bakti remains low due to the high number of teachers with non-special education qualifications at the school. This situation affects several aspects: 1) In lesson planning for students with emotional and behavioral disorders, teachers are still lacking in preparation and determining the appropriate models and methods. This is because teachers continue to use lesson plans that do not align with the standards for teaching students with special needs established by the school itself. 2) In the implementation of learning, teachers are still lacking in providing appropriate learning treatments for students with special needs, such as adapting materials, using varied methods, utilizing adequate media, and maintaining conducive classroom management. 3) Evaluation is relatively effective, often using written tests adjusted to the students needs and guided by teachers in completing the questions or evaluation tests according to the students conditions. Thus, teachers face numerous challenges in teaching students with special needs.

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## INTRODUCTION

Since the establishment of the Republic of Indonesia, education has been a crucial element in achieving the nation's goals. This is evident from the spirit of improving education as stated in the Preamble of the 1945 Constitution of the Republic of Indonesia, particularly in the fourth paragraph: 'To educate the life of the nation.' It is clear that the country aspires for an intelligent and superior society. To support these national goals, the government has established eight educational standards that must be maintained to ensure the quality of human resources in

Indonesia. These eight standards are stipulated in Government Regulation (PP) No. 57 of 2021, which include: 1) graduate competency standards, 2) content standards, 3) process standards, 4) educational assessment standards, 5) educator and education personnel standards, 6) facilities and infrastructure standards, 7) management standards, and 8) financing standards.

One of the key components that must be continuously considered in improving education quality according to national standards is the quality of teaching services. According to Hernawaty (2006), 'The quality of an instructional program is comprised of three elements: materials (and equipment), activities, and people.' As stated by Cox (in Hernawaty), the quality of a learning program depends on instructional facilities, teacher and student activities in learning, and the individuals involved in the learning process, including both teachers and students. In other words, the quality of learning depends on and is influenced by teachers, students, learning facilities, classroom environment, and classroom climate.

Teachers play a particularly dominant role in determining learning quality, as they are directly responsible for the learning process and serve as the primary agents of education in schools (Suryobroto, 2010). Sudjana's (2017) research revealed that 76.6% of student learning outcomes are influenced by teacher performance. Similarly, findings by Schacter from the Milken Family Foundation indicate that teacher performance constitutes a crucial variable in improving the quality of learning services. Teacher quality and performance are closely associated with their professional competencies (Schacter, 2009).

However, the situation in Indonesia presents a contrasting reality. Research by Haikal and Darmiani (2022) shows that the quality of instructional services provided by teachers remains weak. According to data from the Research and Development Agency (Balitbang, 2019), teacher quality in Indonesia ranks the lowest among 14 developing countries in the Asia-Pacific region. Many teachers tend to impose their own instructional methods without adequately considering students' individual needs, interests, and abilities. Another recurring issue is teachers' failure to explore students' potential and challenges. Consequently, according to the Political and Economic Risk Consultant (PERC), Indonesia's education quality ranks 12th out of 12 Asian countries below Vietnam. Furthermore, the World Economic Forum (2023) reported that Indonesia's global competitiveness ranked 67th out of 207 countries (Febrianti, 2017).

The issue of teacher quality is also evident in segregated education environments, such as SLB or special education schools. Being a special education teacher requires not only strong commitment but also specialized knowledge of children with special needs, along with high levels of patience, and mental and physical endurance. SLB teachers perform various professional duties, including preparing lesson plans (RPP), conducting instructional activities, and evaluating learning outcomes, in addition to structural roles within the school organization (Febrianti,2017). Moreover, SLB teachers must be capable of performing multiple roles as educators, therapists, social workers, paramedics, and administrators (Syahabuddin, 2021).

In practice, however, interviews conducted with principals and teachers at three SLB schools in Jakarta revealed that many teachers face significant challenges in managing students with special needs due to a lack of appropriate qualifications. Many of these teachers are assigned to teach special needs students without adequate training or specialization, which affects their ability to plan, deliver, and assess learning effectively. The problem is exacerbated by the limited number of training programs provided by the Education Department to enhance the competencies of SLB teachers.

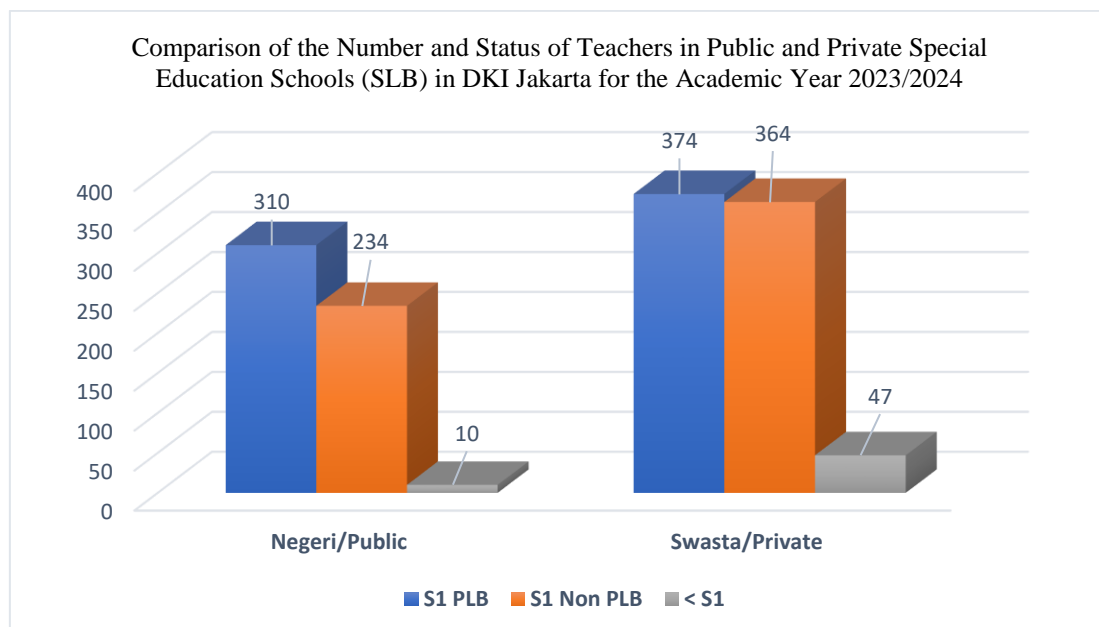
If we accept the premise that qualified teachers produce high-achieving students, then low student performance can be directly linked to poor teacher quality (Fasli, 2010). Statistics from the Ministry of National Education indicate that a large proportion of Indonesian teachers have relatively low educational qualifications. Over 60% of Indonesia's 2,783,321 teachers have not attained a bachelor's degree (S1), with more than 70% concentrated in primary schools. For SLB, junior, and senior high schools, approximately 21.37% of teachers still fall below the minimum S1 qualification. According to the Minister of National Education Regulation No. 16 of 2007, teachers are required to hold at least a bachelor's (S1) or diploma four (D-IV) degree relevant to the subjects they teach, obtained from an accredited institution (Komang, 2012).

The low level of teachers' educational qualifications continues to contribute to deficiencies in teacher professionalism. This issue is evident from interview findings conducted in several SLB, which reveal that many teachers are assigned to teach subjects outside their field of academic expertise. In other words, a considerable number of teachers are not teaching in alignment with the discipline in which they were trained at the tertiary level.

Teachers in SLB who possess a background in Special Education (PLB) are expected to have specific competencies that enable them to effectively educate students with various types of special needs. These competencies include a comprehensive understanding of the psychological characteristics of students with disabilities, practical experience in orientation and mobility training, and the ability to design and implement curricula that are appropriately adapted to students' individual needs and categories of disability (Hastuti, 2017).

However, empirical observations indicate a contrasting reality in the field. A significant number of SLB teachers hold non Special Education qualifications, largely due to the limited availability of graduates from Special Education programs who are willing or able to teach in segregated educational settings. This mismatch between teachers' educational backgrounds and their professional responsibilities may adversely affect the quality of instruction and learning outcomes in special education schools.

According to statistical data on education and teaching personnel categorized by school status and highest educational attainment, the Province of DKI Jakarta currently has 91 SLB institutions. Of these, 39 are public schools including SDLB (Elementary Level), SMPLB (Junior High Level), and SMALB (Senior High Level) and 52 are accredited private schools. Collectively, these institutions employ a total of 1,339 teachers distributed across the region.



**Figure 1.** Diagram Comparison of Teachers in Public and Private Special Education

The data presented in the diagram indicate a considerable disparity between the number of teachers in SLB who graduated from Special Education programs (PLB) and those with non-PLB academic backgrounds. In public SLBs, approximately 42% of teachers hold non-PLB bachelor's degrees, with an additional 1.8% having not completed undergraduate education. Meanwhile, in private SLBs, the proportion of non-PLB bachelor's degree holders reaches 46%, with 6% of teachers lacking an S1 qualification altogether.

This condition is concerning, as the high proportion of teachers without a background in Special Education is presumed to have a significant impact on the quality of instructional services provided in SLB settings. Empirical studies have shown that teachers without PLB qualifications often face multiple challenges in the teaching process. They tend to struggle in understanding the diverse characteristics of students with special needs, experience communication barriers, and require extended periods of adaptation before they can effectively manage their classrooms (Hastuti, 2017).

Moreover, teachers who lack appropriate educational preparation frequently experience negative emotional responses such as fear, anxiety, and tension when teaching students with special needs. The wide range of behaviors exhibited by special need student during the learning process can contribute to teachers' psychological strain. Excessive workloads further exacerbate stress levels among non-PLB teachers, as they are often required to manage complex instructional responsibilities without sufficient prior experience or training in special education (Mangkunegara, 2015).

In terms of instructional implementation, non-PLB teachers often encounter difficulties in tailoring learning materials to meet the diverse needs of students with disabilities for instance, those with intellectual disabilities, hearing impairments, or autism who may be grouped within the same grade level. Learning methods tend to lack variation, and instructional media are frequently inadequate in supporting material comprehension. Classroom management also poses challenges, with some teachers struggling to maintain a conducive learning environment.

Regarding assessment, schools generally expect teachers to possess the ability to design and apply appropriate evaluation approaches, construct valid assessment tools, and analyze and utilize assessment results to enhance learning (Tentawa, 2016). However, in practice, many teachers limit evaluation activities to administering routine exercises at the end of each session.

This approach tends to focus only on basic skills, providing limited insight into students' broader learning development, and consequently contributing to persistently low academic outcomes among students with special needs. Students with special needs also have the same rights as normal children. Many elements pose challenges to inclusive education, including: limited facilities and infrastructure, lack of human resources, inadequate funding, stereotypes and stigma, and the involvement of parents and the community (Yulianti et al., 2025).

Consequently, issues related to teachers' abilities in carrying out their functional responsibilities have substantial implications for the overall management of the learning process. Errors or inefficiencies made by teachers in organizing instructional activities can lead to broader pedagogical misalignments, which, in turn, negatively affect the quality of educational outcomes. Such instructional inconsistencies may ultimately contribute to the decline in the overall standard of education within a school (Sakir, 2012). As emphasized by Deming, the low quality of education in general can be attributed to several underlying factors, one of the most critical being the level of teachers' educational qualifications (Supriono, 2017). Therefore, ensuring that teachers possess adequate academic qualifications is a fundamental prerequisite before they assume functional teaching duties in schools. Based on this rationale, the present study was conducted *The Influence of Teacher Educational Qualifications and Competence on the Quality of Learning Services in Segregated Education in DKI Jakarta*.

## RESEARCH METHODOLOGY

This study employs a descriptive research design. Descriptive research aims to obtain an in-depth understanding of a phenomenon that carries specific meaning (Sugiyono, 2012). In this context, the researcher seeks to explore and interpret the underlying meanings embedded within observable phenomena or facts in order to construct a comprehensive and holistic depiction of the subject under investigation.

The research was conducted at *SLB Bina Bakti*, located at Gn. Balong Raya Street, Lb. Bulus III Street, RT.7/RW.4, Lebak Bulus, Cilandak District, South Jakarta, Special Capital Region of Jakarta, 12440. The selection of this school as the research site was based on preliminary observations carried out by the researcher, which indicated its relevance to the study's objectives. The subjects of this study consisted of all classroom teachers at *SLB Bina Bakti*, encompassing those who teach from Grade 1 through Grade 6.

Data collection techniques refer to systematic and standardized procedures used to obtain the information required in a research study (Chomaidi & Salamah, 2018). Without appropriate data collection methods, researchers would be unable to gather data that meet established research standards.

In this study, two primary data collection techniques were employed interviews and observations. The interview method used was a semi-structured interview, which falls under the category of in-depth interviewing. In this approach, the researcher prepared a set of predetermined questions to guide the conversation while allowing flexibility for the questions to evolve as new insights emerged during the interview process. This technique was selected to enable the researcher to collect comprehensive, open, and unrestricted information regarding teachers' competencies.

In addition, direct observation was utilized as another method of data collection. The type of observation conducted was non-participatory observation, carried out while teachers were actively teaching in the classroom. Non-participatory observation was chosen to maintain the natural setting of the classroom environment, ensuring that the researcher did not interfere with or influence ongoing instructional activities. The purpose of this observation was to obtain detailed information about how teachers conduct classroom instruction and manage students with special needs.

The data analysis techniques employed in this study consisted of three main stages: data reduction, data display, and verification. According to Miles and Huberman, data analysis is a continuous and iterative process that occurs throughout the research (Huberman & Saldana, 2014). Based on this framework, the researcher organized the data collected during various stages of the study, beginning with the results of the preliminary investigation, followed by in-depth interview data from all research participants, and complemented by the findings of classroom observations concerning teachers' competencies in educating students with special needs.

Following the organization process, the data were systematically reduced by selecting relevant information and discarding data deemed unnecessary or unrelated to the research focus. The refined data were then presented in the form of narrative text, integrating insights obtained from both interviews and observations. The data presentation was structured to align with the study's objectives and research questions. Subsequently, the researcher drew conclusions based on the analyzed information and conducted verification to ensure the validity, consistency, and reliability of the findings.

Data validity serves as the foundation for ensuring the credibility and accountability of research findings. In this qualitative study, data validity was established through the use of triangulation techniques. The types of triangulation applied in this research were method triangulation and time triangulation.

Method triangulation was implemented by employing multiple data collection techniques namely observation, interviews, and documentation to obtain information from the same source. The data gathered through these different techniques were then cross-checked and compared to ensure consistency and to derive conclusions that are credible and verifiable.

Meanwhile, time triangulation involved collecting data at different points in time and under varying conditions. In this study, observations and interviews were conducted across multiple days to examine the stability and consistency of the information obtained. By comparing data collected at different times, the researcher was able to verify the reliability and continuity of the findings, thereby strengthening the overall validity of the research results.

## RESULT AND DISCUSSION

### Result

This study was conducted to examine the quality of learning services provided by teachers at SLB Bina Bakti who possess non Special Education (non-PLB) qualifications. The findings indicate that the number of teachers with non-PLB educational backgrounds remains relatively high, as illustrated in the teacher data of SLB Bina Bakti presented below:

**Table 1.** Data of Teachers at SLB Bina Bakti

No	Initials	Age	Education		
			Academic Qualification	Higher Education Institution	Field of Study
1.	TBD	28	Bachelor's Degree (S1)	Universitas Negeri Jakarta	Physical Education
2.	MGA	30	Bachelor's Degree (S1)	Universitas Pendidikan Indonesia	Mathematics and Science Education
3.	ND	37	Bachelor's Degree (S1)	Universitas Negeri Yogyakarta	Special Education
4.	RI	35	Bachelor's Degree (S1)	Universitas Terbuka	Early Childhood Education
5.	NHF	32	Bachelor's Degree (S1)	Universitas Negeri Surabaya	English Language Education
6.	HJI	29	Bachelor's Degree (S1)	Universitas Islam Assyafiiyyah	Islamic Studies
7.	SRF	31	Bachelor's Degree (S1)	Universitas Negeri Jakarta	Educational Technology
8.	BRM	40	Bachelor's Degree (S1)	Universitas Terbuka	Primary School Teacher Education

No	Initials	Age	Education		
			Academic Qualification	Higher Education Institution	Field of Study
9.	PK	33	Bachelor's Degree (S1)	Universitas Pendidikan Indonesia	Special Education
10.	AMR	42	Bachelor's Degree (S1)	Universitas Syarif Hidayatullah	Social Studies Education
11.	YDA	28	Bachelor's Degree (S1)	Universitas Syarif Hidayatullah	Special Education
12.	YIH	36	Bachelor's Degree (S1)	STIE Wikara	Management Accounting
13.	DYK	40	Bachelor's Degree (S1)	Universitas Islam Bandung	Early Childhood Education

Not all teaching staff at SLB possess educational qualifications in Special Education or Psychology. The teachers come from a variety of academic backgrounds, including general classroom education and more specialized subject areas. Some even serve as volunteer teachers whose highest educational attainment is a senior high school diploma. According to Mudjito, the Director of Special Education Development and Special Services (PPK-LK), the number of teacher candidates with Special Education qualifications remains limited. Therefore, regional governments are permitted to appoint teachers from other academic disciplines, provided they meet the minimum qualification requirement of a Diploma IV (D4) or Bachelor's Degree (S1).

Based on preliminary interviews conducted on May 17, 2025, with the principal and one of the teachers at SLB Bina Bakti, it was revealed that many teachers face significant challenges in managing students with special needs due to a lack of appropriate qualifications in Special Education. Several teachers reported being assigned to teach classes that include students with special needs as part of their teaching responsibilities, despite not having the necessary expertise or pedagogical preparation. This condition affects their ability to plan lessons, conduct instructional activities, and evaluate students with special needs effectively.

Furthermore, many teachers experience difficulties in handling and managing classrooms that include special need students because they lack the competencies required to design and implement appropriate learning strategies. These challenges are compounded by the limited availability of professional development programs and specialized training organized by the local Department of Education to enhance the competence of teachers working in Special Education institutions.

## Discussion

### Lesson Planning

The majority of teachers at SLB Bina Bakti have not yet developed lesson plans or instructional materials that are appropriately adapted to the diverse needs of their students. This condition primarily arises from teachers' limited understanding of how to modify the curriculum into individualized lesson plans that align with each learner's specific competencies and unique characteristics. Within the same classroom, there are students with varying types of disabilities, including those with hearing impairments, intellectual disabilities, and autism spectrum disorders, which demand differentiated instructional approaches.

Teachers also face challenges in selecting suitable teaching methods and learning models that can effectively accommodate this diversity. In addition, a lack of intrinsic motivation among teachers further contributes to suboptimal teaching practices, thereby diminishing the overall quality of instructional activities within the school.

According to the Regulation of the Minister of Education and Culture (Permendikbud) No. 22 of 2016 on the *Standards for the Educational Process*, lesson planning must be designed in the form of a syllabus and a lesson plan (RPP) that adhere to the content standards. The process of lesson planning includes the development of instructional plans, preparation of learning media and resources, formulation of assessment instruments, and design of learning scenarios. Furthermore, teachers are required to consider several principles when developing lesson plans, including the individual differences among students—such as prior knowledge, intellectual level, talents, potential, interests, learning motivation, social and emotional abilities, learning styles, special needs, learning pace, cultural background, norms, values, and learning environment.

### Implementation of Instruction

A learning process cannot be separated from its essential supporting components, namely instructional methods and learning media. For students with intellectual disabilities, autism spectrum disorders, and hearing impairments (tunarungu), teachers generally employ play-based or game-oriented approaches—both with and without instructional tools as a strategy to facilitate learning. However, teachers often encounter difficulties in introducing variety in their teaching methods, which results in student disengagement and boredom during classroom activities.

Among the various components of instructional implementation, the choice of teaching method plays a crucial role. The methods commonly applied in teaching students with intellectual disabilities and autism tend to rely heavily on lecturing techniques, with occasional use of demonstration or game-based learning. In contrast, instruction for students with hearing impairments should ideally incorporate visual aids accompanied by gestures or sign language to enhance comprehension (Abdullah, 2013).

The use of learning media in classroom instruction remains limited. Teachers primarily utilize materials already available at the school, particularly for lower-grade classes, such as visual aids depicting numbers, letters, and other basic symbols. Most teachers of grades I through III rely on the *Kurikulum Merdeka* student textbooks as their primary teaching medium. Although one teacher expressed the intention to use audio-visual media, such as instructional videos via LCD projection, SLB Bina Bakti has not yet provided the necessary technological facilities.

Learning media serve as essential tools to facilitate teachers in delivering instructional content effectively. For students with emotional and behavioral disorders (tunalaras), learning media may include print-based materials such as textbooks, human-based media such as role-playing activities, visual media like illustrated books, audio-visual media such as educational videos or films, and computer-based media. This notion aligns with Sundayana's (2013) assertion that learning media function as communication instruments used to transmit information from a source to its recipients.

Another challenge faced by teachers in utilizing learning resources lies in the difficulty of maintaining focus among students with intellectual disabilities and autism, particularly during outdoor learning activities. These students are often easily distracted by external stimuli, prompting teachers to rely more frequently on indoor learning resources such as textbooks. In lower-grade classes, students with hearing impairments, autism, and intellectual disabilities show a preference for writing exercises while observing content on the board, which supports their concentration and engagement.

To enhance student motivation and prevent monotony during lessons, it is crucial for teachers to employ a diverse range of learning resources. In accordance with Regulation of the Minister of Education and Culture (Permendikbud) No. 22 of 2016 on *Standards for the Educational Process*, learning resources may include books, printed and electronic

media, environmental materials, or other relevant instructional resources that support the learning objectives.

### **Learning Evaluation**

Evaluation is an activity carried out to obtain data regarding the extent of students' learning achievements and teachers' instructional effectiveness (Djamarah, 2005). For students with emotional and behavioral disorders particularly those in grades I to III who experience emotional difficulties and challenges in social adjustment the evaluation method commonly employed is written testing. These written tests typically consist of practice exercises aligned with the lesson material delivered during a given session and serve as a reference point to assess the extent to which students have comprehended the content. When students fail to understand the material, teachers repeat the explanation and provide direct, individualized guidance to reinforce understanding. This aligns with (Rahayuni,2017) assertion that teachers should not compel students to complete evaluation tasks in full but instead allow them to perform to the best of their ability within a limited timeframe.

Teachers at SLB Bina Bakti are expected to possess the competence to determine appropriate evaluation approaches and techniques, design and develop assessment instruments, and conduct data processing and utilization of assessment results. However, in practice, most teachers primarily conduct evaluations by administering short written exercises at the end of each instructional session. This observation is supported (Nurmawanti et al, 2020) who stated that evaluation practices in Special Education Schoolstend to lack depth, focusing mainly on the development of basic skills such as reading, writing, and arithmetic (*literacy and numeracy*). Similarly, teachers in grades I to III at SLB Bina Bakti conduct evaluations that are limited to assessing these fundamental abilities, particularly among students with emotional and behavioral difficulties.

## **CONCLUSION AND RECOMMENDATION**

### **Conclusion**

Based on the discussion presented in the preceding chapter, several conclusions can be drawn regarding the challenges faced by teachers in educating students with special needs at SLB Bina Bakti. These challenges can be summarized as follows:

1. Lesson Planning, in planning instruction for students with emotional and behavioral disorders (*tunalaras*), teachers demonstrated limited preparedness in determining

appropriate instructional models and teaching methods. This issue arises because the lesson plans (RPP) utilized by teachers do not fully align with the specific teaching standards required for students with special educational needs within the school context.

2. Implementation of Instruction, during the implementation phase, teachers exhibited shortcomings in adapting learning activities to meet the individualized needs of *tunalaras* students. The learning materials were not sufficiently tailored to the students' characteristics, and the teaching methods employed lacked variation. Moreover, the instructional media used were inadequate for effectively conveying the learning content. Classroom management was also found to be less conducive, as teachers encountered difficulties in maintaining order and regulating student behavior.
3. Evaluation of Learning, the evaluation practices applied to students with *tunalaras* were generally effective in a limited scope, with teachers primarily employing written tests tailored to the students' abilities. These assessments were often supplemented by direct teacher assistance, where the instructor guided the students in completing evaluation tasks according to their individual needs.

## Recommendation

Based on the conclusions drawn from this study, it is recommended that future research focus on the development and enhancement of teacher competencies in designing and implementing adaptive instructional plans tailored to the needs of students with special educational needs. Subsequent studies are also encouraged to explore more diverse and innovative teaching strategies, including the effective integration of instructional methods and media suited to learners' individual characteristics, in order to foster a more engaging and effective learning process. Furthermore, it is essential that future investigations conduct a more in-depth analysis of comprehensive and flexible assessment models that go beyond the use of written tests. Such models should incorporate performance-based assessments, observational techniques, and portfolio evaluations, thereby providing a more holistic measurement of student learning outcomes. Through these efforts, future research is expected to contribute significantly to the improvement of instructional quality in Special Education Schools (SLB) and to support teachers in effectively meeting the diverse learning needs of their students.

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