



The Government's Role in Promoting the Community on Children with Special Needs, Early Detection, and Handling

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Abstract. Delays in access to assessment and intervention services for children with special needs are still a major issue. Case finding of Children with Special Needs often occurs when children enter school age. Children's development is often far behind compared to their peers at this age. This is an important issue because the speed and accuracy of accessing quality services greatly affect children's future development progress. The purpose of this study was to describe the role of the government in promoting to the public about children with special needs, early detection, and treatment so far. This research was the result of a study conducted in 2016 and 2021. The data were obtained by conducting focus group discussions on study sources, including primary care groups (doctors, nurses, psychologists, midwives, teachers, and therapists), community groups (Dharma Wanita, cadres, non-governmental organizations), and stakeholders (Health, Social, Education and Women's Empowerment and Child Protection Office). Results showed 1) Promotion efforts on the problem of children with special needs, detection, and treatment were currently increasing, but not evenly distributed. 2) Several fields in the government and community organizations have begun to synergize in promotional activities, but they were still partial. Promotion efforts to the public require more intense and integrated coordination and communication between government ors. This is very important to increase the understanding and commitment of the government to promote a more structured promotion. Recording and reporting concrete findings of children with special needs is needed as material for advocacy to government stakeholders to increase the priority scale of attention to efforts to promote children with special needs and their handling.

Keywords: Government's role · Promotion · Educational-Socialization · Early Detection · Children with Special Needs

1 Introduction

Children with special needs are identified as children who experience physical, mental-cognitive, social, and emotional privileges/barriers that are generally different from the

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I. Nurlaila et al. (Eds.): ICHR 2022, AHSR 56, pp. 435–446, 2023.

https://doi.org/10.2991/978-94-6463-112-8_40

average child of their age and these barriers/privileges have a significant impact on the child's development [1]. Children with special needs are also described as children who have conditions with more risk, both related to chronic physical conditions, development or function, behavior, and emotions. They have difficulty doing things that other children their age are used to. Children with special needs require handling both health and other therapeutic services related to their development, both physical, speech, occupational, to special education services and other special support, including efforts to control their emotions and behavior [2]. In general, children with special needs experience developmental disorders related to medical conditions that affect children's cognitive abilities, learning processes and behavior [3, 4]. Types of problems in children with special needs include; children with visual, hearing, intellectual disabilities, physical mobility disorders, emotional and behavioral disorders, specific learning difficulties, autism, attention deficit disorders and hyperactivity as well as children with developmental disorders due to certain environmental conditions [5]. Several types related to the range of academic intelligence in children with special needs include 1) intellectual disability, 2) learning disabilities, and 3) slow learning [6]. In intellectual disability, they experience weakness intellectually, physically, emotionally, and socially [7]. They are mostly unable to complete the tasks given by the teacher [2].

In Indonesia, the protection of children with special needs has been regulated in various regulations. Starting from the 1945 Constitution article 28, Law number 35 of 2014, to Law No. 8 of 2016, article 5 paragraph 3, which mentions the rights of children with special needs, including: 1) survival, 2) protection specifically from discrimination, neglect, harassment, exploitation, and sexual violence and crime; 2) family care to grow and develop optimally; 3) protection in decision making; 4) humane treatment; 5) fulfillment of special needs; 6) equal treatment with other children to achieve social integration and individual development; 7) social assistance [8]. The right to learn for children with special needs to develop themselves through special education is stated in Law Number 20 of 2003 concerning the National Education System, article 5 [9]. Policies for handling children with special needs include programs in the general field, education, job skills training, health, protection, and participation tailored to the needs of children with special needs [1].

Case finding of children with special needs often occurs when children enter school age. At this age, children's development is often far behind compared to their peers. Early detection of children with special needs is very important so that children immediately get the right services. This is very influential on the progress of child development. Therefore, early detection of children with special needs is very important for both parents and educators, especially at the level of early childhood education. Sufficient knowledge and skills by parents and teachers are needed. Delay in diagnosis in children with special needs can cause problems in the development of learning and behavior. This disorder can continue to the next level of education if it is not handled properly [3, 10]. Collaboration and communication between parents, health workers, and teachers have an important role in the child's development process [11]. Research shows that intervention for children with disabilities requires the role of a family approach [12]. Parents are expected to be able to determine the therapy that the child will undergo, with whom and how to assist the child's learning in his daily life and how it will continue if

the parents have limitations [13]. For this reason, health promotion efforts are needed to increase the knowledge and understanding of parents and the community to better know the types of children with special needs, recognize their characteristics, understand their needs, and understand the importance of early detection to be able to make decisions related to its handling appropriately and sustainably.

Health promotion is an effort to increase the ability of the community through learning from, by, for, and with the community, so that they can help themselves, and develop community-based activities, according to local socio-cultural and supported by health-oriented public policies [14]. Efforts to promote health to the public regarding children with special needs are very important, whether carried out by government institutions or private institutions. With the promotion, it is hoped that the community will be able to understand and determine what needs to be done, from detecting and finding the specific type of their child to accessing the right treatment. Handling that is carried out appropriately by cross-oral in a multidisciplinary manner will lead children to their rights, namely to receive protection, appreciation, and fulfillment of physical, psychological, social, and spiritual rights so that children can grow and develop optimally. This study aims to answer research questions about how the role of the government in promoting to the community about the problem of children with special needs, the importance of early detection and handling.

2 Material and Method

This research were qualitative research. These were the result of a study conducted in 2016 and 2021 in Surabaya. Data collection was carried out with focus group discussions (FGD) on several groups of study informants, namely 1) groups of service providers for children with special needs, 2) Community groups, 3) Stakeholder groups as described in the Table 1. All informants have agreed regarding this study and its designation as advocacy material and scientific publications. Data analysis is thematically described by narrative and table.

Table 1. Informant of the Study

Informants	Amount Informants	
	year 2016	year 2021
a. Groups of service providers for children with special needs		
Doctors	2	3
Nurse and midwives	2	2
Psychologists	5	4
Teachers	6	3
b. Community groups		
NGO (non-governmental organizations)	3	3
Cadres	2	2
Parents	2	2

(continued)

Table 1. (continued)

Informants	Amount Informants	
	year 2016	year 2021
c. Stakeholder groups		
Health office	2	3
Social office	2	2
Educations office	2	1
Women's Empowerment and Child Protection Office	1	3
	29	28

The government's role in the promotion of children with special needs referred to in this research was the socialization and education efforts to the community that have been carried out by all government ors, both in the health service or, in the education service or, in the child protection or, and in the social service or. The promotions given are aimed at increasing the community's ability in early detection of children with special needs and appropriate and multidisciplinary treatment according to children's needs.

3 Results

The Role of the Government in Surabaya in Promotion to the Community Regarding Children with Special Needs

In the last three years, the role of the Government of Surabaya in promoting the public about the problem of children with special needs had begun to show quite good progress. However, the promotion had not reached evenly to all people. The scope of promotion was still limited to community groups from the upper middle class. Table 2 showed an increase in promotional activities about children with special needs by the government of Surabaya. The results of the 2016 study found that each cross-or tends to carry out its own activities. Limited coordination between the health and education ors within the school. While the results of the last study in 2021, showed several developments, including; a) Promotion efforts have been initiated by the government, involving cross-ors, both from the government or and from several community organizations in Surabaya. However, not all government ors have an active role in this activity. 2) In general, promotion coordination was still limited to commemorations related to children with special needs each year. While educational outreach activities involving multi-disciplines were under the coordination of the Family Learning Center (Puspaga). However, they still received a very limited portion of the schedule, 1 material per 2–3 months. Educational outreach activities were provided offline or online, both in small and large groups. Until now, very few promotional activities that reached and visited the community in the field by the government had been carried out and had not been well-systematic. The coordination was still carried out unilaterally, there was no continuous commitment between fields to carry out joint activities systematically in promotion. The role of cross-or was limited as guest speaker material. From these promotional activities, the tendency of activities that

Table 2. Role of Government in Promotion to the Community

Field Government	Role in Promotional Activities on Children with Special Needs to the Community	
	2016	2021
Health	<p>a. Limited reach and uneven coverage</p> <p>b. Not yet a program priority</p> <p>c. Limited number and skills of personnel, limited educational media, materials were still related to the school health triad</p> <p>d. The hospital had very limited promotions through students</p>	<p>a. With networking the reach was starting to increase but not evenly</p> <p>b. The Department of Health was limited to outreach to schools, namely monitoring the growth and development of children and detecting deviations.</p> <p>c. The house for ABK (Children with Special Needs) was limited to therapy services (behavioral, occupational, speech and physiotherapist). Socialization activities were very limited.</p> <p>d. The Puskesmas did not carry out promotions, only education related to further treatment in therapy centers or hospitals. Limited socialization on children's nutrition and physical health to parents, also children's physical health in schools</p> <p>e. The Ministry of Health in Surabaya through the laboratory for children with special needs provides education through parent classes for children's families, but it was still very limited.</p> <p>f. Cadres of children with special needs had been formed, not yet for educational outreach activities</p>
Education	<p>Reach was still limited during new student admissions and special day anniversaries</p>	<p>a. Promotional activities were limited during new student admissions and special anniversaries</p> <p>b. Limited to the material handling of education, not yet about children with special needs completely and comprehensively</p> <p>c. In addition to inclusive schools, a Disability Service Center (PLD) has been established but the focus was not on promotion, but handling related to education.</p>

(continued)

Table 2. (continued)

Field Government	Role in Promotional Activities on Children with Special Needs to the Community	
	2016	2021
Population Control, Women Empowerment and Child Protection	Limited to providing counseling and handling services related to children with special needs related to child abuse.	<ul style="list-style-type: none"> a. Starting to focus on promotions, in the form of educational outreach through the Family Learning Center (Puspaga) b. Small classes were provided: offline and online (webinar, Instagram live). The reach was starting to increase, but the portion of material about children with special needs was limited. However, it was still not evenly distributed to all communities c. Start coordinating cross-oral networks as resource persons, more complete/whole materials (problems of children with special needs, both aspects of health, education, therapy and vocational skills and children’s independence)
Social	More inclined to social services for neglected children on the streets in general, in which there were children with special needs who were fostered in the Kalijudan social cottage.	<ul style="list-style-type: none"> a. There were no specific activities regarding the promotion of socialization and special education about children with special needs to the community. b. Services for children with special needs at the Kalijudan social boarding school were still limited to fostering underprivileged and neglected children on the street who did not have parents or children who had been cared for together by the community. c. The focus of its services were on providing basic needs support, and educating independence for all fostered children, both with special needs and not.

Source: Primary data from 2016 and 2021 studies

attracted people to attend class meetings, both offline and online, were still not enough to reached all levels of society in need. Several service centers for handling children with special needs that had been built were currently focused on providing services on the spot, not yet carrying out intensive educational outreach efforts to all communities directly.

Promotion efforts should be carried out by related institutions so that parents have no difficulty in understanding the condition of their children to their families and surrounding communities. Informant statement:

"The obstacle for parents so far was that we had difficulty conveying the condition of our child to our family or neighbors. If the problem of children with special needs could be socialized by government to them, whether through posyandu or something..." (E, Mother of ASD, 2021)

Related stakeholders also conveyed the importance of socializing education about children with special needs for parents and the community, one of which was to increase the scope of services for children with special needs in the community for both detection and intervention. Informant statement:

"... if we don't socialize the service to the community, then the outreach? What will come will not be as much as we expected..."(W, Health Office, 2021).

"In the field, it turns out that parents need a place to vent. They actually need information about the detailed condition of their children. How come my child is different from the others, but many parents don't know where to take them, so they are treated too late" (A, Psychologist, 2021).

The importance of public understanding was indirectly conveyed by parents in the study. Parents of children with special needs hoped that the community will better understand about the condition of their children so as to reduce the tendency of discrimination against children with special needs in their environment.

Informant statement.

"Regular children tend to avoid children with special needs, how to understand parents and society?". (SA, parents, 2021).

Government Obstacles in Promotional Efforts Related to Children with Special Needs

Several obstacles in activating promotional efforts related to children with special needs include; the government's orientation and attention to the handling of children with special needs was still limited. The government was still limited to focusing on short-term treatments that can immediately see results, such as physical health. Long-term handling of children with special needs was still not one of the priority programs. Informant statement:

"Handling children with disabilities is a long-term treatment; need support: referral services, assistive devices, large funds, therapists, & specialist doctors. The recording and reporting system is not functioning well" (V, Health Office).

"Lack of training for medical-paramedical personnel, both detection and therapy. Still need training to be competent" (N, Community Health Center).

There was a gap between stakeholder expectations and the facilitation of the availability of personnel and supporting tools in the implementation of promotions related to children with special needs. The limitations were almost the same in the fields of health and education, it could be seen in the still limited number of personnel, competencies, promotional materials, including information about service centers for children with special needs, as well as partnership networks between children with special needs that have not been well established and integrated. Workers who were expected to be able to carry out socialization and education, in fact had dual duties with service tasks. With limited numbers and competencies, promotional activities were far from being able to be implemented. Informant statement:

“Socialization of the handling center to the community is still lacking. It is important so that the handling center can be accessed. It increase the service quota” (W, Health Office)

“The number of personnel is lacking, for example, cadres for children with special needs are only 1–5 per puskesmas. The socialization material is not complete and comprehensive. Socialization about the location of the center for handling children with special needs has not been owned by all residents” (V, Health Office)

“In Surabaya there is already a network but it is still not good. If you meet a child with special needs, where do you go? This needs to be known to the public, meaning it is necessary to approach the community. If this network can be conveyed to the bottom (community) then the child will be treated earlier as well. The point is that there is no integration between existing networks.” (W, Health Office, 2021)

“Educational materials in special schools are still lacking” (special school teachers, 2016)

“From education, the manpower to carry out this activity is still limited, it is necessary to increase the number and more skilled skills” (I, School Teacher, 2021)

4 Discussion

Promotional efforts that were still not evenly distributed could have an impact on the limited understanding of the community about children with special needs, the tendency of stigma and discrimination against children with special needs in society. Low understanding and negative stigma in society are interrelated. Both are one of the factors that hinder the process of handling children with special needs, starting from health promotion efforts to early intervention [15]. There were still many myths that develop in society that cause misunderstandings in understanding learning needs for the development of abilities of children with special needs [16]. Community understanding can be one of the determinants of parents' decisions in taking steps to handle their children. One of the factors that determine parents in deciding to access the handling of children with special needs is the existence of social media that promotes the problems of children with

special needs including inclusive education [17]. Myths or negative stigma related to the problems of children with special needs and the need for handling and education can affect the motivation of education implementers (teachers and school management) and government stakeholders in implementing an appropriate treatment system [16]. These stigmas and myths can also be one of the possible causes for the delay of parents in bringing their children to access the service center for children with special needs. Therefore, it is necessary to make joint efforts to reduce the stigma and negative myths. Community understanding needs to be improved as a whole and comprehensively. Reducing stigma and negative myths requires promotional efforts that are not only related to the basic aspects of problem knowledge and handling children with special needs, but also promote the basic meaning of the importance of the principle of equality and social justice between fellow human beings, regardless of humans with special needs or normal humans. This needs to involve social and cultural aspects thoroughly [18]. Environmental support with an inclusive system is very necessary, covering all aspects related to the needs and rights of children with special needs based on acceptance, understanding differences, supporting each other regarding personal development needs, and mutual respect. This supportive situation in an inclusive environment is expected to prevent the return of discrimination [19].

The uneven range of promotional activities on the problems of children with special needs and their handling cannot be separated from the government's commitment and orientation to how to assess problems and give more attention to the problems of children with special needs holistically. The results of the Health Facility Research in 2019 showed that health promotion activities carried out by puskesmas were limited in general regarding children's health (healthy and sick) and immunization, none of which were specifically related to children with special needs [20]. This showed that promotions related to the problems of children with special needs had not received sufficient attention from the government in the health or. This has an impact on limitations: the availability of budget, supporting medical equipment, the number and skills of human resources assigned with a focus on handling children with special needs and the information system related to data on children with special needs has not functioned properly. This limitation has an impact on the overall handling of children with special needs, including promotion efforts to the community. In general, promotion efforts in all aspects of the health or have not received a sufficient portion. Moreover, related to the problem of children with special needs, it is still far from being the main program that is considered. The Surabaya Government has now started to give a portion to the problem of children with special needs. However, the portion given is still very limited and is still oriented to getting people to want to come, not yet oriented to promotion which is in the realm of visiting the community directly in the field. In fact, one of the health promotion strategies that can increase the leverage of community understanding is to carry out outreach activities in the field, namely by taking a direct approach to the target community in the field, even mingling with their social activities [21]. The integration of promotional efforts that are currently being developed between ors in the Surabaya government, ranging from education, health, social, empowerment and protection of children and women, is still partial. Coordination between fields is still limited as guests or resource persons who are invited to fill out promotional materials (socialization-education), not yet in the

realm of being a joint commitment in a special forum, which is expected to run together on an ongoing basis.

Promotion efforts to the community are expected to be very helpful for families or parents in dealing with psychological and social pressures from the surrounding community who often believe in myths and even discriminate. The community needs to understand that the presence of children with special needs is not the result of the faults of their parents or family. Promotional efforts made by the government so far need to be increased to a systematic and well-structured domain that is able to increase the leverage of public awareness so that they are willing to voluntarily access services for handling children with special needs that are already available. Programmatically, this increases the scope of services for children with special needs in the community.

The gap between stakeholder expectations and the facilitation of the availability of personnel and promotional support tools related to children with special needs must be seriously resolved, not just a program without a well-thought-out plan and the provision of sufficient materials. Even the cadres of children with special needs who are predicted to be able to be the vanguard in handling children with special needs, are expected to be able to carry out educational outreach to parents about the problems of children with special needs, in fact they are still limited equipped with screening skills. The limited number of officers and cadres of children with special needs and who have double duty with other activities make promotion efforts a completely marginalized activity. The government needs to evaluate itself objectively about what is expected and what has been provided, compared to what the needs of the community who have children with special needs are in the vicinity.

5 Conclusion

The role of the Surabaya government in promoting children with special needs in the community, although it has increased in the last five years, is still not sufficient compared to expectations. Promotion efforts to the community are still not evenly distributed and the community is still not fully understood. And educational outreach activities. Socialization and education that have started to run, but are still limited in the portion of frequency and reach and are still not well-systemized and structured. The integration in promotion efforts that are currently being developed between ors in the Surabaya government, ranging from education, health, social, empowerment and protection of children and women, is still partial, not yet in the realm of being a joint commitment from planning to evaluation. The basic thing that becomes an obstacle in promoting the problem of children with special needs, their detection and handling is the limited commitment of stakeholders to the problems of children with special needs. The program for handling children with special needs has not yet become something that can be said to be sufficient as the main program that needs attention.

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