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Underdeveloped region education: teacher existence, access and educational policy

T Educación de la región subdesarrollada: existencia de docentes, acceso y política educativa

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ABSTRACT

This article aims to (1) describe the complexity of Education implementation in an underdeveloped region in Yahukimo Papua as seen from the teacher and (2) analyze education policies to solve the problem of lack of teachers. This research used qualitative methods by conducting in-depth-interview, observation, documentation and focus group discussions. The results show that fewer teachers and difficult access to school location are the cause of complexity in Education problems, particularly in the normalization of the learning process. Such condition is worsened by the inability to implement educational policy for underdeveloped regions that cant guarantee teacher availability and other educational personnel.

Keywords: Educational policy, teacher existence, underdeveloped region education.

RESUMEN

Este artículo tiene como objetivo (1) describir la complejidad de la implementación de la educación en una región subdesarrollada en Yahukimo Papua y (2) analizar las políticas educativas para resolver el problema de la falta de maestros. Esta investigación utilizó un método cualitativo mediante la observación, documentación y discusión de grupos focales. Los resultados muestran que un número menor de maestros y un acceso difícil a la ubicación de la escuela son la causa de la complejidad de los problemas de educación. Tal condición empeora poder garantizar la disponibilidad de maestros y otro personal educativo.

Palabras clave: Política educativa, existencia de docentes, educación de la región subdesarrollada.

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INTRODUCTION

A high level of education by a country is seen as an indicator of the country's progress. Education is a reliable investment of human resources to be the priority in the distributed and qualified development of community and nation (Klasen: 2018; Suciati & Ariningsih: 2016, pp. 76-85). Indonesia as a developing country still faces problems related to Education equity by difficult access and different progress among its regions. Through educational development is directed to distributed and qualified progress for all regions, however, there are still many problems in terms of inequality of education in Indonesia ranging from Java island to outside the Java island, between Indonesian Western Area – Indonesian Eastern Area as well as urban and rural areas which are seen as unsolvable Educational discrepancy problem completely and comprehensively.

The issue of inequality in the educational distribution in Indonesia must be addressed immediately. Educational inequality is not only faced only by the eastern regions but also in the west of Indonesia regions, in which there are many areas with access difficulty. However, the easternmost region has indeed become the focus of attention for education distribution development. Underdeveloped areas generally face the following problems, namely: 1) the existence of gaps in the life sector 2) high poverty rates 3) high population and unemployment, and 4) low education levels (Ahmad & Ahmad, 2019; Suciati & Ariningsih: 2016, pp. 76-85). The main problems faced by the Education sector are the lack of education personnel and educational facilities. The widest reason stated by teachers is that difficult to stay in remote schools or undeveloped region because of difficult access to the school location, in addition to the lack of facilities and entertainment (Barrs: 2005, pp. 333-348).

Lack of teachers in the elementary school level in remote areas and underdeveloped ones leads to problems of yet good implementation of the learning process (Febriana et al.: 2018, pp. 11-20; Rahmadi et al.: 2010). There are many elementary schools with limited facilities and infrastructure, such as the absence of houses for principals and teachers. Such conditions lead to a high level of teachers and principals to leave their duty locations. This can be seen as the high-level cause for teachers and principals to have a dislike to live in remote areas from any crowd (Campbell & Yates: 2011). Also, there are other educational problems faced in underdeveloped regions namely a high level of illiteracy, difficult fields as well as several other education problems (Febriana et al.: 2018, pp. 11-20; Suciati & Ariningsih: 2016, pp. 76-85; Shamina et al.: 2019, pp. 29-38).

Paying attention to these diverse problems of education in the outermost, foremost and disadvantaged (3T) regions, it can be said that the core of the real problems is not only about teacher competency and minimum dedication, other problems are also about limited infrastructure of school buildings and other supporting infrastructure leading to difficult access to schools. Limited educational facilities and infrastructure cause a few numbers of children to have the ability to enter to the education institution. This reality leads to various problems so that the number of school dropouts is still high (Mulkeen & Chen: 2008).

Indonesia as a developing country still has many 3T regions requiring serious attention in education development. Educational Development contains principles of justice and realization of Education mission that can be accessed for all groups including Underdeveloped Regions. The policy has been established through the issuance of the Regulation of Minister of Education and Culture of the Republic of Indonesia No. 34 of 2012 concerning Criteria for Special Areas and Provision of Special Allowances for Teachers, with several important points stated in Article 1: As referred to special regions in this Regulation of the Minister of Education and Culture is: a) remote or underdeveloped regions, b) areas with condition of remote indigenous peoples, c) border areas with other countries, d) areas facing natural disasters, social disasters, or other emergency areas and/or e) outermost small islands. In these particular areas, the government has provided additional special allowances for teachers working in the 3T areas.

In addition to the policy of retaining teachers in limitations by providing additional benefits, there are also some research results including those that have found that students from underdeveloped areas have strong motivation to learn and obtain achievement. This gives expectation to still encourage about developing

Underdeveloped Region Education that based on the results of research in Illinois America, elementary school students from rural areas have higher learning achievement than urban students in reading and science subjects (Beck & Shoffstall: 2005).

LITERATURE REVIEW

Underdeveloped Region is referred to disadvantaged region based on social, economic, cultural and spatial (inter and intra spatial functions both in nature aspect, human aspect as well as its supporting facility) conditions. Criteria to determine underdeveloped region use the approach of calculating 6 (six) basic criteria, namely: community economy, human resources, infrastructure, local financial capacity (fiscal), accessibility, and regional characteristics (Febriana et al.: 2018, pp. 11-20; Suciati & Ariningsih: 2016, pp. 76-85). The definition of underdeveloped is not only reviewed from a geographical perspective but also from the social aspect. However, geography is a difficult trigger of disadvantaged conditions. In some places outside Indonesia, disadvantaged may not be caused by difficult transportation access in its area but more by its people's difficulty in progress. Disadvantaged regions have many meanings. It may be remoteness from social ties, administration, or remoteness from technical or discipline-relevant expertise and resources: Each form of isolation is context-dependent, and some remote schools are innovating to make themselves less 'isolated' than many urban schools.

Researches in disadvantaged regions have found several ways to maintain teacher's survival and endurance at the side of their students. Much effort must recruit and retain staff in remote areas or regions (Campbell & Yates: 2011; Dorman et al.: 2015, pp. 15-32; Young et al.: 2018, p. 9). One of the recruitment methods is by project placement of professional teachers placed in 3T areas (Dorman et al.: 2015, pp. 15-32). In Indonesia, there is a program of Bachelor Educating in Leading, Outermost, and Disadvantaged (SM-3T) areas, which is a year program for teacher education graduates to devote their lives teaching in the rural areas of Indonesia. These scholars are given the experience to serve in disadvantaged areas as a motivation to apply their education to the community.

There is a high level of leaving disadvantaged areas, and results of the researches show that intrinsic motivation is the main factor to maintain teachers' commitment to survive and develop their profession in disadvantaged areas (Young et al.: 2018, p. 9). Other literature reveals that it is important to provide additional incentives, but it is much more important if they are encouraged to have intrinsic motivation (Young et al.: 2018, p. 9). Such motivation leads to their endurance in a disadvantaged environment since they feel appreciated, recognized, needed and also feel that they can implement their knowledge. Intrinsic motivation, such as enjoying working with young people, intellectual fulfillment, satisfaction from contributing to the community and providing positive examples for young people also serves as a significant factor as acceptance of tasks in disadvantaged areas. On another hand, if it is seen that its intrinsic motivation is less exposed, they certainly will not have any endurance to live in a disadvantaged area even though it has multiple incentives (Young et al.: 2018, p. 9; Guenther: 2017).

It is not easy to keep qualified teachers to work in disadvantaged areas, and it is not merely about encouraging them at first, it is also necessary for adequate further career development in terms of continuous training provision (Young et al.: 2018, p. 9). Though it is difficult because of limited access, the government must try to realize it through the implementation of policy with local government.

Development policies and strategies for underdeveloped regions are aimed at solving problems faced by disadvantaged regions in general in the forms of siding, accelerating, and empowering communities based on the needs and conditions of each region. Priority programs to be implemented by the government and regional governments include local economic development, community empowerment, development of border areas to eliminate isolation, handling remote indigenous communities, developing border areas, developing infrastructure and facilities, as well as disaster prevention and rehabilitation.

METHODS

This research is conducted by a qualitative method to describe the current phenomenon, using inquiry qualitative interactive approach, namely a technique dealing directly with people in their natural setting as an effort to collect data on the governance of 3T regional elementary school teachers in Yahukimo Regency. The research location is focused on 4 regions, namely in Dekai, Ninia, Kurima, and Anggruk. These data are analyzed using interactive model data analysis, namely by collecting data, reducing data, presenting data, and concluding.

Yahukimo is one of the regencies in the eastern part of Indonesia within the administrative region of Papua Province. Its regency capital is in Dekai, as a result of expansion from Jayawijaya regency. There are 159 elementary schools, 59 junior high schools (SMP), 8 senior high schools (SMA), 4 vocational high schools (SMK), and 5 Christian theology secondary schools (SMTK). To reach a large area and a fairly high level of difficulty, the government of Yahukimo Regency makes area division based on inter-area distance, linguistic and cultural in Yahukimo Regency administrative region, namely: Dekai area has 10 (ten sub-districts, Ninia region has 10 (ten sub-districts, Kurima region has 15 (fifteen) sub-districts, Anggruk region has 16 (sixteen) sub-districts. The capital city of Yahukimo Regency is centered in the Dekai area of the Dekuna sub-district having Momuna tribe (Usmanova: 2019, pp. 434-462).

The researcher conducts direct observations, in-depth interviews about Education problems, studies various documents as an important part of the research, and conducts focus group discussions between researchers, principals, teachers, official staff and supervisors.

RESULTS

Teacher Existence

There are 160 elementary schools in Yohukimo, with 348 teachers. According to national standards, it is required 612 teachers, so there is a shortage of 264 teachers. Table 1 shows details of the number of teachers available and required.

Table 1. Several elementary school teachers owned by the Yahukimo Regency in 2018.

No	Areas	Number of elementary schools	Number of class	Number f available teachers	Number of required teachers
1	Dekai	50	300	167	133
2	Ninia	30	180	46	134
3	Kurima	47	282	86	196
4	Anggruk	33	198	49	149
Total		160	960	348	612

Academic qualifications for elementary school teachers in Yohukimo are graduates of the elementary, middle, high school, diploma, and undergraduate. The minimum national standard requirement for becoming a professional teacher is S1. Qualification of Yahukimo teachers as elementary school graduates is in the highest position, namely 104 people out of 288, or approximately 36.1%.

Table 2. Academic Qualifications for 2018 Honorary Teachers.

No	Areas	Schools	Number of teachers based on academic qualifications					Total
			SD	SMP	SMA	Diploma	S-1	
1	Dekai	50	32	28	22	6	24	112
2	Ninia	29	24	13	11	-	8	56
3	Kurima	47	26	11	8	5	16	66
4	Anggruk	33	22	12	11	3	6	54
Total		160	104	64	52	14	54	288

Out of 348 teachers in Yahukimo, there are 288 honor teachers. Table 2 shows that the qualifications of honorarium teachers consist of 54 people in S1, 14 diploma graduates, 52 high school graduates, 64 junior high school graduates, and 104 elementary school graduates.

Formally, recruitment of prospective teachers is conducted by MoU with the University of Cenderawasih Jayapura which opens the study program of remote class for elementary school education (PGSD) in Yahukimo with criteria for recruiting prospective PGSD students at the University of Cenderawasih Jayapura. Recruitment of prospective students is required to specialize only for honorarium teachers who have graduated from high school or vocational high school and prioritize those who are graduates of SPG-SPG-O. Prospective students must make a portfolio for Uncen Class Yahukimo PGSD entry requirements. It aims that after graduating from PGSD, they are immediately placed in any required schools and as long as they are involved in studying (lectures) they are still allowed to receive honorariums and after graduation, they will be placed back in the school they previously taught.

Residents who are concerned about the condition of schools that do not have teachers dare to teach as voluntary teachers. As a form of appreciation from the local government for those who serve without honorarium is by giving them status and appoint them to become honorary teachers. In the implementation of such an appointment, academic qualifications are not used as the main requirement, but the service that has been done is the basis for consideration of appointment so that many of them are only elementary school graduates. The following is an excerpt from an interview with one of the volunteer teacher respondents. "I just graduated from elementary school, but because there were no teachers, I ventured to teach, just to teach calistung (reading-writing-counting)."

School Access

Speaking about the geographical conditions in Yahukimo Regency, it is certainly hard to believe if you have never seen it with your own eyes. If only imagined, it is not easy to describe the terrain and geography in Yahukimo Regency. Many Papuans are still doubted about the difficult geographical conditions of the Yahukimo Regency. Some sub-districts are truly original and no road access can be used to get in and out other than just using a plane. All building materials and others are transported by plane. Other alternatives can be reached on foot which takes an average of two to three days, even from the capital city of Yahukimo Regency to Ninia Region can be reached on foot for four days and there is even a region without roads because of a deep river and long.



Figure 1. Geographical Conditions

Out of 51 sub-districts, there are 48 sub-districts using air transportation served by pioneer aircraft with the ability to cross mountain gaps. On average, these aircraft have small bodies with a maximum passenger capacity of 6-16 people and a weight of cargo or tonnage of 1000 kg. Although this aircraft has a small body, it can pass through mountain gaps and thick layers of clouds and roar of strong winds and it is such a big challenge for experienced pilots.

“If you want to travel to the city, you must have to think about it, because if you are already in the city, it will be difficult to get a flight ticket back to the village.”

“I waited for the head of the village to go to the city by chartering a plane, so I could go back to my village. I can't afford to pay the ticket price of a chartered plane that reaches 45-65 million rupiahs.”

Chartering a plane from Yahukimo to every sub-district also requires patience. Because they use the service by the queue system. Even though they have paid a lot of money, they are still waiting for their turn to get a flight schedule which can take months.



Figure 2. Air Transportation

Learning Process

By the absence of teachers, the learning is combined between classes; it can be between classes 1 and 3; it can be between classes 4 and 6 or even it can be between classes 1 and 6. As can be seen in figure 3.



Figure 3. Students' Learning Process

Teachers teach reading, writing and counting every day to their students. Teachers do not need a curriculum. The most important thing for teachers and students in remote areas is having the ability to read, write, and count. This is because average teachers working in elementary school are only elementary, middle

and high school graduates or at the same level. The abilities possessed by the teacher do not exceed their students. This is because teachers with elementary school-high school graduates have never been given training, so they are confused by how to use the curriculum, the scoring system, classroom management system and how to prepare test questions. While their undergraduate teachers think that they are educated with distress, but after being government teachers, they have never had their welfare concerns. So they tend to choose to leave their assignments even though the teachers are assigned to their village or their homeland.

Honorary teachers said that they had never received training on how to prepare materials, how to teach, how to assess, how to prepare semester exam questions. They only teach and when they do exams they never give written exams with more questions. But they provide opportunities for each student to come forward and read what the teacher has written on the board. The learning process can be seen in the picture as shown in table 2.

Table 3. Elementary school learning in the underdeveloped region in Yahukimo

Days	Hours	Learning process activities
Monday	07.00-07.30	Flag ceremony with teachers and students
	07.30-10.00	Class IV-VI get the subjects using 3 classrooms
	10.00-12.30	Class I-III enter the class to get the subject and class IV-VI to play outside
	12.30-13.00	Pray with an absent, announcement from teachers for the following day
Tuesday	07.00-07.15	Stay in line to collect crops for the teachers. Entering the classroom together and praying, class division.
	07.15-09.00	Class I-III enter the class to get the subject and class IV-VI to play ball outside while female students do the craft of Noken weave
	09.00-12.00	Class IV-VI enter the class to get the subject and class I-III play ball outside while female students do the craft of Noken weave
	12.00-12.30	All of the students enter one of the classes together and absent, praying together, and announcement to collect crops such as sweet potatoes, vegetables
Wednesday	07.15 -07.45	Entering class together and praying then class division
	07.45-10.30	Students of class IV-VI enter the class to get the subject while class I-III play balls.
	10.30-11.30	Students of class I-III enter the class. The classes at the upper level always have less time since they only read and write.
Friday	07.30 -08.00	Having ceremony together, collecting crops for teachers
	08.00-10.00	Students of class I-VI enter the class to get the subject of Christian and continue the worship until time for going home.

The table above shows that such learning process activities are a routine activity for elementary schools in the 3T area, because of lack of teachers and also lack of learning facilities such as rooms, other learning facilities, and infrastructure.

Teacher self-development is very difficult because they live in Honai (a native Papua roundhouse). Where in the Honai, there are all males from one village with ages ranging from elementary school to adults and the situation inside the hair is very dark except using candles or lighting firewood as a "lighting lamp". So, the culture of living in Honai is very unlikely for teachers to read books or take notes because the function of Honai is only to eat and sleep.

"I was made an Honai house by parents and students because they wanted me to stay to be able to continue teaching".

The condition of limited facilities and infrastructure makes teachers uncomfortable to settle in the assignment and all schools face teacher vacancies. Even in teacher interviews, 60% said that there were no teacher houses and the main obstacle in teacher governance in Yahukimo Regency was regional Geographical constraint. The only solution for such a condition is to provide flight subsidies and regional allowances for teachers who work in schools at sub-district and rural levels.



Figure 4. Teachers' and citizen houses

The governance of elementary school teachers in the 3T area of Yahukimo Regency in Papua province is the conclusion that the number of sub-districts and the number of villages influence on elementary school education units. The number of sub-districts and several villages will lead to more number of opening elementary schools in each village without considering the fulfillment of teacher needs. Geographical constraints also serve as a major problem in the implementation of Primary education. From the sub-district to the village, it has to use a plane or walk for one to three days. Another obstacle is that for each parent who entrusts their children to another village, they have to pay one or two pigs to the parents of the child. On this basis, the government opens elementary schools in each village. So, the need for teachers also increased to 960 (Nine Hundred and Sixty) teachers for 160 elementary schools excluding subject teachers.

DISCUSSION

Lack of teachers' influence on the learning process which is not met national education standards. The teacher is the spearhead. Without a teacher, there will be no learning process. The existence of teachers is very important from other aspects of a school system. Teachers in the learning process tend to have more influence than the school itself (Buddin & Zamarro: 2009, pp. 103-115). This lack of teachers is not by the absence of recruitment but because the teachers who initially have intrinsic motivation to teach become surrender and loses so that they leave challenges and return to the city. In such cases, it is necessary for extrinsic motivation from the school or government, which is believed to maintain teachers' intrinsic motivation to serve in remote schools (Zhu et al.: 2018, pp. 2094-2115; Barrs: 2005, pp. 333-348). Extrinsic motivations to maintain their existence in school are in the forms of regular incentives, timely and sufficient in number, guidance and career development, existence of leading school principals, and connectivity with the community (Zhu et al.: 2018, pp. 2094-2115, Rahmadi et al.: 2010; Barrs: 2005, pp. 333-348).

Also, existing teachers are teachers with a low bargaining position. They are volunteers whose main motivation is to be able to teach children in their environment. There is a high level of intrinsic motivation and its commitment is tied to the love of working as a teacher and its responsibility to the community and students. Some results of the researches in remote areas find out the existence of such teachers who teach because of soul calling (Febriana et al.: 2018, pp. 11-20; Young et al.: 2018, p. 9; Suardi et al.: 2016; Suciati, 2016). Although there is the existence of its intrinsic motivation, it also requires extrinsic motivation so that it can correct existing deficiencies. The extrinsic motivation given can enhance their teaching creativity (Zhu et al.: 2018, pp. 2094-2115; Rahmadi et al.: 2010).

Teachers in remote areas must be maintained its existence to ensure that the learning process can be carried out according to standards. Teachers in remote areas need attention in terms of their adaptation and development. Fourteen problems are influencing on rural teachers, namely: adaptation, isolation, mortality, community, closeness, lack of experience, opportunity, professional development, and learning, transition,

accelerated development to leadership positions, building relationships, ingenuity, integrity, and identity. Efforts can be made to provide scholarships for elementary school teacher education programs, provide additional incentives, improve facilities, and develop teacher professions, and implement SM3T projects (scholars serving 3T) (Rahmadi et al.: 2010; Buddin & Zamarro: 2009, pp. 103-115). The SM3T program is fully supported by previous research results such as Young et al (Young et al.; 2018, p. 9) which indicate that pre-service with direct experience as teachers placed in the 3T area is needed so that they are committed to living in the countryside. More specifically, it is to provide support for life skills in the learning process with approaches following the community needs in the 3T region so that they can produce reliable and superior professional human resources to face global competition by utilizing available local potential. Also, improving physical school conditions as a part of work conditions can create a high level of motivation and improve work spirit for teachers so that they can conduct their tasks maximally to continuously improve their outcomes. Also, improving physical school conditions as a part of work conditions can create a high level of motivation and improve work spirit for teachers so that they can conduct their tasks maximally to continuously improve their outcomes (Wiring: 2014).

CONCLUSION

Regional geographical constraints make it difficult to open area isolation and sub-district road access is very heavy and 99% of using aircraft. There are very severe impacts on the learning process, namely, limited number of teachers, limited number of classrooms, and exceeding number of students than existing facilities and infrastructure, not available learning facilities, difficult communication facilities, difficult transportation facilities, the learning process is not following the provisions, and even elementary school graduates do not know reading and writing.

The shortcomings and needs of elementary school teachers are a big problem that must be dealt with seriously by prioritizing the cooperation of various parties such as the government, local government, sub-district governments, villages, and communities. There must be any efforts to improve the welfare of teachers namely by provisions of an adequate salary service system, regional incentives for teachers in sub-district and rural levels, comfortable housing facility, teacher health insurance, flight subsidies for teachers, special benefits for remote teachers in rural level, provision of appreciation for active teachers working in schools, provision of regional professional allowances for teachers who have not received certification and the most important thing is to provide training and send them to school by providing scholarships for teachers who do not have a Bachelor degree; all of which are regulated in regional regulations and also to provide regular supervision so that teachers serve gladly to improve education in remote areas which so far is seen as a problem.

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