

Development of Education in Disadvantaged Area

A Case Study in Situbondo Regency, East Java

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Abstract—Situbondo is one of four remote regencies in East Java. The development in disadvantaged areas requires special handling, including education. The purpose of this research was to identify the educational profile and efforts taken by various parties in the framework of education development in Situbondo Regency. In addition, this study also aimed to formulate policy recommendations for education development in Situbondo Regency. The qualitative approach was used in this research with case study design. The data collection techniques used were in-depth interviews, observation, and documentation studies. The data was analyzed qualitatively. The results showed that based on the various indicators of education and human resources quality, Situbondo Regency needs various programs to improve its quality of education and increase equally with other developed districts in East Java. The policy recommendations include: 1) The Education and Culture Office of Situbondo Regency needs to do better arrangement of teacher performance 2) the school supervisors should perform better supervisory tasks, particularly regarding teacher performance and monitoring of students numbers; and 3) the joint between government and community needs to enhance the role of informal and non-formal education.

Keywords—*educational development; disadvantaged areas*

I. INTRODUCTION

The importance of education in developing human resources is undeniable. It is believed that the progress of a nation is determined by human resources. Education is a very vital element in economic development. In addition to physical capital such as machinery and buildings, human capital is a vital element. To achieve high economic development hence human capital is required to have high education as well. Therefore, the development of human resources becomes a very priority.

For most of the poor, education is one of the most important vertical mobility tools. When they do not have other capital, in particular, money or goods, only with educational capital they can compete for a better livelihood in the future [1].

Good education, supported by good health conditions, can ultimately improve people's ability to achieve a prosperous life. Education and welfare do not have a direct relationship, but through a long process in which good education will allow the members of the community to be involved in the process of economic development. The mechanism can occur with the following process: Education and good health is a precondition of the formation of qualified human resources. With quality human resources, people will have high productivity. High productivity in turn will contribute significantly to efforts to create economic growth [2].

The opportunity to obtain educational services, therefore, can also be used as the most effective instrument for cutting the chain or vicious circle of poverty. Poverty occurs because of the low productivity of the poor, the low quality of education and health conditions. The low human resources of the poor themselves are due to their poverty conditions, therefore, they are unable to invest in education and health. Intervention needs to be done by the government in improving education in a region so that education in the area is fast growing [3]. Key factors in development are how to recruit competent teachers, develop curricula that are able to accommodate local needs and national demands, free up school fees for students, and fully finance the construction of new schools [4].

Therefore, programs favoring children from poor families and underdeveloped areas should continue to be improved as an affirmative program, or socially friendly education. The aim of this program is to enable children from poor families to get the best education. Such programs, in addition to playing a role in cutting the poverty chain, are also at the same time enhancing prestige and dignity. The basic principle of education is for all, there should be no discrimination, including due to socioeconomic status. Access to education should be open to all levels of society.

According to Presidential Regulation No. 131 of 2015 on the Determination of Disadvantaged Regions 2015-2019, there are as many as 122 disadvantaged areas throughout Indonesia,

four of which are located in East Java. Four regencies in East Java are Bondowoso, Situbondo, Bangkalan, and Sampang. But outside the regencies, many villages are left behind [5]. In each of these areas, there are a number of schools whose condition is very apprehensive, whether viewed from the means and infrastructure, as well as from the number and quality of the teacher [6]. The condition of school buildings and school facilities of SDN is generally inadequate [7].

The problem of the implementation of education in disadvantaged areas, including in many districts in East Java, among others is the problem of educators, such as shortage, unbalanced distribution, under qualification, low competencies, and discrepancies between educational qualifications and the subject matter being taught (*mismatched*) [8]. Other problems in the implementation of education are that the dropout rate is still relatively high, the school enrollment rate is still low, the infrastructure is not adequate, and the infrastructure for ease of access in education is still very less. This condition is not only happening in East Java or Indonesia, but also in other countries such as Africa [9], as well as other countries [10].

Officially, the definition of disadvantaged areas appears in the National Strategy for the Acceleration of Development of Underdeveloped Regions (according to the Regulation of the Minister of Development of Disadvantaged Villages No. 07/PER/M-PDT/III/2007). Disadvantaged areas are defined as districts whose communities and territories are relatively underdeveloped compared to other regions in Indonesia. Malik (2013) also defines disadvantaged areas as districts where communities and their territories are relatively underdeveloped compared to other regions on a national scale.

An area is categorized as a disadvantaged region due to several factors: 1) geographically: geographically disadvantaged areas are relatively difficult to reach because of their remote location in hinterland, hills/mountains, islands, coastal and remote islands or due to other geomorphological factors difficult to reach by network either transportation or communication media; 2) natural resources: some disadvantaged regions lack the potential of natural resources, or areas with large natural resources but the surrounding environment is a protected or unexploited area, and disadvantaged areas due to excessive use of natural resources; 3) human resources: in general, people in disadvantaged areas have relatively low levels of education, knowledge, and skills and institutional customs that have not developed; 4) infrastructures and facilities: limitations of infrastructure and means of communication, transportation, clean water, irrigation, health, education and other services that cause communities in these underdeveloped areas to have difficulty in conducting economic and social activities; and 5) isolated areas, prone to conflict and disasters, physically disadvantaged areas are very isolated, in addition to the frequent occurrence of social conflicts, natural disasters such as earthquakes, droughts and floods, and may disrupt social and economic development activities [11].

The issue of people in disadvantaged areas is not only a local issue, but a common (national) issue. Therefore, it is necessary for the attention of various related parties, namely

the Central Government, the Regional Government (provincial, district/city), and other stakeholders in an effort to empower and develop it. Through these efforts, it is expected that the people in the region will be left behind from behind. Within that framework, the identification of needs, resources, and problems of disadvantaged regional communities is important.

This study intended to investigate the profile of education in the disadvantaged areas in East Java, particularly in Situbondo district. In addition to obtaining educational profiles, the research also examined the various efforts that made by various parties in building education in these areas. Furthermore, based on the profile data and educational development efforts that have been done, then the data and information were used as the basis for formulating the concept of educational development recommended.

II. METHOD

The focus of this study was to describe the condition of educational development in the disadvantaged areas in East Java. In order to gather data related to the efforts made by various parties, researchers traced reference sources, traced the pages of the local government, conducted interviews with elementary, junior high and high school teachers, elementary school principals, school committees, and community leaders. The number of respondents was 14 people, and made observations in the field about school profiles, work ethic, student conditions. Thus a suitable research approach was a qualitative approach. The qualitative data analysis was employed. Data that have been collected, analyzed qualitatively with the steps: data reduction, data display, and conclusion [12].

III. RESULT AND DISCUSSION

Results of the research includes data on education conditions, efforts that have been made, and recommendations.

A. Education condition

1) Pure Participation Rate (APM), Rough Participation Rate (APK), and Human Development Index (HDI)

Based on data from Suhardi [13], pure participation rates (APM) were as follows: primary school/SD APM was 92.81; junior high school/SMP APM was 85.08; senior high school/SMA APM was 63.18. The primary school and junior high schools APMs were categorized as 'moderate', whereas senior high school APM is categorized as 'moderate' to 'low'. Rough participation rate (APK) were as follows: early childhood education programs/PAUD APK was 97.82, categorized as 'medium'; The SD APK was 103.75, categorized as 'high'; junior high school APK was 112.61, categorized as 'high'; and senior high school APK was 85.64, categorized as 'moderate'.

Furthermore, based on data from Pramono [14], the illiteracy rate of 13.1, categorized as 'very low' and far behind with other districts in East Java. Furthermore, for life expectancy of 68.41/year (Central Bureau of Statistics, 2016),

and this is 'very low' category. From the same source it is known that the average length of school is 5.68/year, including 'very low' category. The expected length of school time of 12.99/year, including 'very low' category. Human Development Index (HDI) is 65.08/year, entered in the 'moderate' category, but almost into the 'low' category. IPM of Situbondo Regency is in 30th position out of 38 regencies in East Java.

2) *School profiles, work ethic of teachers, conditions of students and parents*

Briefly, the profile of the school in which the respondents were assigned is as follows:

a) SDN 1, there were 10 teachers (7 civil servants/PNS, 3 non-permanent teachers/GTT), decent building, proper library, no laboratory, no sports field. Extracurricular activity provided by the school was Scouts. There was a potential for student development in the field of sports. There was no school literacy movement (GLS);

b) SDN 2, there were 16 teachers (6 PNS, 10 GTT); no library, no laboratory, sports field was available. Extracurricular activity available was Scouts. There was a potential for student development in the arts;

c) SDN 3, there were 8 teachers (5 PNS, 3 GTT). The number of students is only 13 (class 1: 2 students, grade 2: 0 students, grade 3: 0 students, grade 4: 1 students, grade 5: 9 students, grade 6: 1 students). One of the least likely causes of students is due to mismanagement, as well as there were schools around including favorite schools. It is the heavy duty of principals and teachers to promote school;

d) SDN 4, there were 9 teachers (5 PNS, 4 GTT). The number of students was 59. The school was flanked by model schools;

e) SMPN 1, there were 18 classes. The students were hard to come forward, unruly, lazy to learn, less respect for teachers, handle the character of students really drain energy; and

f) SMAN 1. It was a big school; there were 45 PNS teachers and 15 GTT. The group studied 10 classes per level, with the number of students 32-33 per class.

The researchers also conducted observations at one of the remote schools, namely MI 1. In this school, there were 12 teachers, all were non-civil servants, but were foundation teachers (GTJ), 4 of whom already had teacher certificates. The number of students was 74 (written on school document). In fact, it was only 20 students (grade 1= 1 student, grade 2= 2 students, grade 3:=6 students, grade 4=2 students, grade 5: 6 students, and grade 6: 3 students). The twenty students did not attend school every day. School accreditation was A, although clearly, the schools had many shortcomings in various aspects. This school was an Islamic boarding school (popularly known as *pondok pesantren*). Most of the students live in the *pondok* for free, including eating and uniform. According to the committee, operational costs rely more heavily on public funds. Percentage of teacher attendance is not too high. Once a day there is no single teacher except the volunteer teacher

from the Program Jatim Mengajar (East Java Educate Program).

About the work ethic of teachers, for civil servant teachers, the work ethic was generally good. But for GTT teachers, there are some notes, among others: 1) only a few are active, mostly only registered names but do not perform the task/do not have hours of teaching; 2) many who teach are incompatible with the field of study, even though their data are included in educational data (Dapodik), and they also follow teacher competency test (UKG); 3) small salary, about Rp 200-300 thousand per month or quarterly; and 4) the placement of some teachers based on 'official note', so that in some schools there is a buildup of teachers.

Furthermore, some things recorded about the condition of students/parents, among others are: 1) Student behavior in the city and villages is different. In the city, students are influenced by association with the children of the migrants as well as the existing environment. Hotels and boarding places are widely available in the city, and commonly used by migrants whose ships are docked. Includes the spreading of entertainment venues (karaoke and stalls). The vessel carries coal from Borneo. Coal is needed by the Paiton Steam Power Plant (PLTU), which is located not too far from the site; 2) Behavior of students in the suburbs or rural areas, although not much associate with city life, but television and internet greatly affect the character of students; 3) Student learning motivation is generally low. Students often do not attend school with various causes. Parent support is weak. There are still many parents who do not consider the importance of education. Some teachers stated, based on the results of discussions with parents during home visit activities, parents argue that the child is better to quickly work, earn money, and get married; 4) In the third grade of elementary school, there are still students who cannot read and write, as well as in the classes above; 5) Parents' support for education is lacking. In one of the state high schools, which in fact is a school in the city, student fees (SPP) are often late. Long queue of students who will pay the arrears SPP before student final test (UAS) often occur, because students who have not paid the SPP cannot follow the UAS. On the other hand, students go to school by riding good motorcycles, do not reflect the economic difficulties that could be the reason they are late paying tuition fees. When there are activities such as tour work, or competitions, all of which cost money, students easily spend money. However, to pay tuition fees, students are often in arrears; and 6). The majority of parent jobs are farmers and ranchers (some belong to themselves, some belong to others). Prominent produce is tobacco. Rice yields are not for sale, but are consumed by themselves.

B. Efforts that have been made by various parties in the framework of education development in Situbondo Regency

Some efforts have been made by several parties, so far identified as follows: 1) Determination of Situbondo district as the target of the frontline teacher program (GGD); and 2) Determination of Situbondo regency as the target of Jatim Mengajar Program.

GGD program is an educational distribution program implemented by the Ministry of Education and Culture (Kemendikbud). Delivery of GGDs to disadvantaged areas throughout Indonesia is one of the efforts of equal distribution of teachers. GGD program educators are assigned in 14 provinces and 93 districts throughout Indonesia. In 2015, the government sent 797 teachers. While in 2016, GGD teachers numbered 6,296 people. The GGD program is a Kemendikbud affirmation policy based on data from the Village Ministry, the Development of Underdeveloped Regions and Transmigration as well as regional proposals. Teachers assigned as GGDs are professional teachers who have educator certificates and graduated from Teacher Professional Education (PPG). The qualifications of these teachers are also in accordance with the conditions set out in the law and have gone through a number of processes of strengthening the personality and soul of nationalism.

As a disadvantaged district, Situbondo is also the target of GGD assignments, even with the highest number of teachers. The Ministry of Administrative Reform and Bureaucracy Reformation provides the allocation of the GGD level of primary and junior high school (SMA/SMK) to the Government of East Java Province as many as 4 districts, including Sampang (74 teachers), 10 Bangkalan (10 teachers), Bondowoso (32 teachers), and Situbondo (279 teachers).

Determination of disadvantaged districts as the target of Jatim Mengajar Program. Jatim Mengajar Program is a cooperation program between Universitas Negeri Surabaya (Unesa) and Yayasan Dana Sosial Al-Falah (YDSF). This program has been implemented since 2013, and is now entering its fifth year. There are 10 districts in East Java targeted by 2017 programs: Sampang, Bangkalan, Bondowoso, Situbondo, Trenggalek, Pacitan, Jombang, Gresik (Bawean), Ngawi and Lumajang. Although each district receives only one teacher, who are assigned for a year, this program is very meaningful because it directly touches the interests of schools that need teachers.

Furthermore, in connection with the efforts that have been done by the Department of Education and Culture (Dispendikbud) of Situbondo Regency, from search through the page (<https://dispendik.situbondokab.go.id/>), covering programs in the field of culture, basic education, and non-formal education. In the field of culture, the program is the National Student Art Competition Festival (FLS2N) SMP 2017. This program is the only program in the field of culture.

In the field of basic education, several programs are identified, including: 1) Technical Research and Scientific Writing Guidance, SMP, 2) National Student Sports Olympiad (O2SN), SMP, 2017, 3) National Science Olympiad (OSN), SMP, 2017, 4) Student Competition Elementary School Year 2017, 5) Curriculum and Learning Coordinator for Elementary School Supervisor, 6) Olympic MIPA Elementary School/MI Year 2017, 7) Olympic National Student Sports Olympic Year 2017, 8) PPDB SMP Online 2017, 9) Try Out School Examination SD 2017, 10) Technical Guidance and Technical Guidance of PBM SD, 11) SDM Elementary Assessment Workshop, and 12) SD ICT Development Workshop. Based on the data, it appears that the basic education program is

quite diverse, and indeed the programs that are needed by the teacher.

For the non-formal education sector, several programs identified include: 1) Workshop on Implementation of Curriculum 2013, 2) Socialization of Dapodik, 3) Creativity Contest Educators, and 4) Development of Posyandu (Park Service). Based on the data, programs in the field of non-formal education to touch kindergarten, early childhood, and Posyandu. However, programs related to literacy improvements or increased access to education for all levels of society, such as Package A, B, and C, have not been identified.

From the teacher's perspective, some of these programs have been implemented, and among the teachers who are respondents, are also participants. Some teachers who responded stated that they had participated in the following activities: 1) KTI training, resource persons from LPMP East Java, 8 hours, the output was classroom action research framework; and 2) Training of teacher competency improvement in learning in elementary school.

C. Policy recommendation for education development of Situbondo Regency

Based on the results of discussions with teachers, principals, committees, and community leaders, several recommendations were put forward as follows:

1) Related to the performance of teachers, especially GTT teachers, Education and Culture Office of Situbondo regency needs to do better arrangement, so there is no accumulation of teachers at school. The needs of teachers should also be carefully calculated, and assignments based on official notes should be reduced or even eliminated. Assignment should be strictly based on need and consider teacher qualifications and competencies.

2) There are still teachers who teach not in accordance with the field of study, including civil servant teachers. This needs special attention, because if the teacher taught the non-linear subjects with the field of study, then this will be a problem in the development of his/her career in the future, but of course also will affect the quality of the process and learning outcomes.

3) School supervisors should perform better supervisory tasks, particularly regarding teacher performance and number of students. Teachers who do not clear their duties or do not have teaching hours should be identified, reported to the Office of Education and Culture, repositioned, in such a way that each teacher has the clarity of duties and can carry out their duties proportionately.

4) In addition to monitoring the performance of teachers, school supervisors should also closely monitor the suitability between the numbers of students written in the school documents, with the actual number of students. Field observations show that, as well as the incongruity between the number of teachers written and the number of teachers on duty, such mismatches also occur in students. This condition of non-conformity is feared there is an element of deliberate that is deliberately doing 'mark up' the number of students or

'fictitious students', because as is known, school operational cost support (BOS) is in accordance with the number of students. The larger the number of students, the more BOS funds the school receives.

5) Some key respondents say, political nuances are still very strong, both in the assignment of teachers, as well as in other affairs. Communication between the local government and the owners of resources is very lacking, for example, less use of universities and boarding schools that in fact have many sources. Salafiyah boarding school, Nurul Jadid, Ibrahim, has many human resources that are very adequate to help build education, especially informal and non-formal education. Local governments can actually collect the owners of these resources to jointly make a significant movement in accelerating the development of education.

6) The government and the community need to improve the role of informal education. Schools with informal education can be flexibly arranged according to the needs of the students and the state of teachers. It is even possible that the government does not have to bother looking for teachers with qualifications from LPTK (Indonesian: Institute of Teachers' Education) graduates. Graduates of D3 (3-year Diploma Program) or S1 (Bachelor Degree) equivalent to various disciplines can teach to become facilitators in informal education, of course with the provision of informal education. Informal education can also be held in isolated places, far from formal education. This can be done in a village with only a dozen school-aged children, but the nearest formal education is still to be taken a dozen kilometers. Under such conditions, the government may also establish a Community Learning Activity Center (PKBM) which is one of the media of informal education path. That way, school-age children can follow the learning process with the facilitator (teacher) provided. The facilitator should play an active role in seeing the development of learners as it is possible to find superior seeds from disadvantaged areas. Even if the number of children is small and the facilitator still has plenty of time, the facilitator can make additional classes open for adults. The simplest example is the literacy class, Indonesian language, handicraft class, or any science that suits the needs of the community or the expertise of the facilitator.

7) It should be considered to re-enforce non-formal education such as Package A, B, and C. As the illiteracy rate is still high, the average low school life, enabling non-formal education can be one of the right alternatives.

It takes initiative from the local government to be more creative, for example by launching programs such as Teaching Program, for example with the name "Bangkalan Mengajar", or "Sampang Educate", and so on. So far, in East Java, there is "Banyuwangi Mengajar" programmed by Banyuwangi Regency. There are also "Teacher Volunteers" in Tuban. Of course similar programs are also implemented by other districts. That depends on the local government commitments and budget availability.

There are some things that need attention. *First*, Bak [15]; Russino [16], suggests several roles of education for development. First of all, he mentions the importance of more

equal access to education, improvement of the quality of education for the poor, and more effective knowledge.

Second, Nasibulina [17]; Kirac, *et al* [18]. In the content of the contemporary education of three fundamental problems of sustainable development: economic, social and environmental, ESD should be based on value-oriented, cross-disciplinary integrated education contributing to the development of a system of thought, understanding of the scientific worldview and formation of new values based on the environmentally oriented world outlook and environmental ethics. *Third*, Filhoa, *et al* [19]. the development of sustainability science (a truly interdisciplinary science) could help to increase the credibility of sustainability learning in the eyes of more conservative academics, and may help to facilitate its acceptance. *Fourth*, Heyneman and Lee [20], investments in education continue to elicit significant monetary and nonmonetary rewards both for the individual and for the wider community. The individual benefits from comparative advantages in the labor market, in adaptability in times of economic transition and in spin-offs in terms of household efficiencies, beneficial health practices and inter-generation savings. The community benefits from greater productivity, increased political participation and social cohesion. *Fifth*, Birchler and Michaelova [21], to enhancing primary education outcomes, aid has been more relevant for improved enrolment (education quantity) than for increased achievement (education quality). *Sixth*, Neamtu [22]. the educational system must be oriented to satisfy the real demands present on the labor market. *Seventh*, Nurmukhametov, *et al* [23]; Corcorana and Tormey [24], the computerization of education on the basis of world achievements in the field of IT technologies will provide a template of innovative advanced development of education. Taking this into account a consistent system policy on the main directions computerization of education is defined as a strategic objective. These trends include: (a) regulatory support; computerization and updating of computer park; (b) software; (c) internet access for educational institutions and management; (d) creation of domestic digital educational resources; (e) automation of system for monitoring, analysis and management of educational institutions; (f) training of teaching and managerial staff.

IV. CONCLUSION AND RECOMMENDATIONS

1) The education profile in Situbondo Regency is as follows. First, the educational profile is viewed from; (a) net enrollment rate (APM); (b) gross enrollment rate (GER); (c) illiteracy; (d) life expectancy; (e) the old school's average; (f) old school expectations; (g) the human development index (HDI), requires special attention from the government. Second, judging from: (1) the competency standard of graduates; (2) process standards; (3) content standards; and (4) the assessment standard which is the field of teachers' work, there were some deficiencies that the required education and training, assistance, and guidance in a planned, programmed and sustainable manner were in an effort to improve the quality of education and quality of human resources. Third, judging from: (1) management standard; (2) financing; (3) educators and education personnel; and (4) infrastructures that

are the principal's field of work, need to be strengthened through educational programs. Associated with school profiles, work ethic of teachers, the condition of students and parents, was generally alarming. Some schools were in poor condition in terms of infrastructure, such as classrooms. Libraries and laboratories were not always in school, even if there are many that do not work properly. The work ethic of teachers who are civil servants, in general is good, but for GTT, generally less good. Many GTTs are not clearly assigned, often not present at school, and even some are impressed only by name registered in the school. The condition of the students is generally low in the motivation of learning, and parents generally do not really support school and student achievement.

2) Efforts that have been made by various parties in the context of education development in Situbondo regency i.e. First, the Ministry of Administrative Reform and Bureaucratic Reformation provides the allocation of Teachers of the Front Line level of Secondary Education (SMA/SMK) to the Government of East Java Province as much as 279 people Situbondo Regency. Second, the determination of underdeveloped districts as the target of Teachers Program of East Java. East Java Teaching Program is a collaborative program between Universitas Negeri Surabaya (Unesa) and Yayasan Dana Sosial Al-Falah (YDSF). This program has been implemented since 2013, and is now entering its fifth year.

3) Policy recommendations include: 1) related to the performance of teachers, especially GTT, Education and Culture Office of Situbondo Regency needs to do better arrangement; 2) School supervisors should perform better supervisory tasks, particularly regarding teacher performance and number of students; and 3) the joint government of the community needs to enhance the role of informal and non-formal education.

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