

Acceleration Model for Economic Development in Disadvantaged Regions of East Java Province

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Abstract

The aim of this study is to determine the reasons for poverty and to identify priority development plans for East Java's disadvantaged regions (Sampang, Bangkalan, Situbondo, and Bondowoso). The Analytical Hierarchical Process (AHP) approach is used to analyze secondary and primary data in this study. The poverty rate in East Java's four disadvantaged areas (Bondowoso, Situbondo, Bangkalan, and Sampang) is relatively much higher than the national average, and Sampang Regency has the highest rate among the three disadvantaged regions. The high prevalence of poverty in disadvantaged regions is a result of economic (income, nutrition, and housing) and social issues (alienation, feeling insecure), as well as politics and culture (Moeis, 2006). Regional development policy priorities aimed at boosting economic growth in four disadvantaged regions (Sampang, Bangkalan, Bondowoso, and Situbondo), namely: 1) Strengthening Microeconomics; 2) Optimizing Resources; 3) Improving Institutional Performance; 4) Developing Tourism Potential.

Keywords

disadvantaged regions; policy strategy; AHP



I. Introduction

East Java Province is a significant provider of state income, owing to natural resources and other economic sectors that influence economic development advancement. East Java's economic growth has consistently been superior to that of other provinces and even more significant than that of the country (Yesyca, 2018). However, this rapid economic expansion is not accompanied by an equitable development of East Java's regions (Wahyudi, 2017). As a result, the Ministry of Village, Development of Disadvantaged Regions And Transmigration decided in 2015 that East Java Province had 4 (four) regencies, namely Bondowoso Regency, Situbondo Regency, Bangkalan Regency, and Sampang Regency.

According to Kuncoro (2000), one of the conditions for regional division in the inequality is a comparatively undeveloped area (Low Growth and Low Income), defined as an area with a slower growth rate and lower per capita income than the district average. Additionally, underdeveloped areas are districts whose territories and communities are less developed than other regions on a national scale, as defined by Presidential Regulation No. 131 of 2015 on the Determination of Underdeveloped Regions for 2015-2019. The criteria for disadvantaged regions are as follows: 1) the community's economy; 2) human resources; 3) facilities and infrastructure; 4) regional financial capability; 5) accessibility; and 6) regional features.

To address this gap, the government implemented a regional autonomy strategy in 2001, intending to achieve regional autonomy in funding and executing development. Additionally, Law Number 32 of 2004 defines the power of local governments, which

includes governance, management of national resources under their jurisdiction, and accountability for adopting and maintaining environmental sustainability. Specifically, presidential decree no. 80 of 2019 specifies that the East Java region's economic growth should be accelerated in four disadvantaged regions: Bondowoso Regency, Situbondo Regency, Bangkalan Regency, and Sampang Regency.

Economic growth is still an important goal in a country's economy, especially for developing countries like Indonesia (Magdalena and Suhatman, 2020). Economic growth is one of the indicators used to determine a region's degree of wellbeing, and increasing economic growth is predicted to lessen poverty in the region. However, except for Bangkalan Regency, whose economic growth reached 1.03 percent, each undeveloped district in East Java has been unable to enhance the welfare of its people. Each undeveloped region has a higher poverty percentage than East Java Province; Sampang Regency has the highest poverty rate at 20.71 percent. This situation indicates that significant regional discrepancies still characterize the economic progress thus far in East Java.

Furthermore, East Java's Human Development Index (HDI) rating is just 71.5, placing it second-lowest in Java Island behind Banten Province in terms of HDI scores. According to East Java's HDI ranking, each undeveloped region's attainment of the HDI value is still lower than the HDI value for the province, with the lowest HDI value in Sampang Regency, which also has the most significant poverty rate, compared to 3 (three) other areas.

According to the World Bank (2004), one of the causes of poverty is a lack of income and assets necessary to cover necessities such as food, clothes, shelter, and adequate health and education. Effectiveness in eliminating poverty is the primary factor influencing the selection of development techniques or instruments (Muhammad Wahed, 2018). These statements indicate that one of the primary reasons for picking a primary sector for regional development is its efficacy in eliminating poverty.

Economic structure, agriculture is the sector that contributes the most to each undeveloped region's economy, accounting for an average of 30% of Gross Regional Domestic Product total. The shift of traditional society into an advanced economy is underway, as evidenced by the declining population and the level of primary sector production. The agricultural sector's productivity is significantly lower than the industrial sector's because agriculture's low productivity and low earnings imply that a significant portion of the money is spent on food (Muhammad Wahed, 2018).

As a result of the description above, it is clear that the agricultural, forestry, and fisheries potential is enormous in the 4 (four) districts of Bondowoso, Situbondo, Bangkalan, and Sampang. If adequate human resources are available, the four (four) undeveloped districts will emerge from their categorization as underdeveloped regions. Thus, if the four (four) districts wish to emerge from the status of disadvantaged regions, the policy plan must focus on the underlying causes of or gaps in these difficulties while continuing to grow and maximize human resources and accessibility.

The study's approach for accelerating economic growth is multidimensional, encompassing economic structure, potential economic mapping, labor structure, elements of strength, weakness, opportunities, and threats, as well as root cause identification and alternative initiatives. Numerous issues must be resolved in order to expedite development. As a result of these issues, the purpose of this research is to examine poverty and establish priority development plans for East Java's disadvantaged regions.

II. Review of Literature

2.1 Lagging Region Concept

Development is a process that aims to improve people's quality of life by increasing output (stems/services) and creating new employment with a living pay (Wahed, 2019). Furthermore, there are four development models Arsyad (2014) in (Wiratama, Diartho, and Prianto 2018): namely the economic development-oriented model; 1) growth; 2) job creation; 3) poverty eradication; 4) and oriented to fulfilling basic needs.

According to the Republic of Indonesia Ministry of Village, Development of Disadvantaged Regions And Transmigration (2004), underdeveloped areas are less developed than other regions on a national scale and have comparably undeveloped people. According to the National Development Planning Agency's (2004) definition, disadvantaged regions are often defined by their geographical isolation, lack of natural resources, or vulnerability to natural catastrophes.

The Minister of Ministry of Village, Development of Disadvantaged Regions And Transmigration 's Regulation No. 3 of 2016 on Technical Guidelines for Determining Nationally Disadvantaged Regions Indicators. Six (six) factors are utilized to detect backwardness problems: 1) economic criteria; 2) human resource criteria; 3) regional financial capacity criteria; 4) infrastructure criteria; 5) accessibility criteria; and 6) regional characteristics.

2.2 Regional Economic Development Strategy

(Destiningsih, Achasa, and Septiani 2019) remarked that the development strategy is more ambitious than the planning document since it develops community change, capital accumulation, and resource allocation strategy. Numerous factors must be addressed while developing a policy plan, including prioritization, coordination, and consensus-building (Sari, 2009). All communities, particularly those in impoverished nations, have limited resources on top of the community's limited resources, the government's limited capacity (Yesyca, 2018). Thus, it is vital to establish priorities in the development strategy; priority is understanding the stages: what tasks must be completed first (Ratnadila, 2018). (Arsyad, 2014), regional economic development techniques may be classified into four broad categories: 1) physical or locality development; 2) business development; 3) human resource development; 4) community development.

2.3 Analytical Hierarchy Process (AHP)

The Analytic Hierarchy Process (AHP) is a form of decision-making model that tries to cover up the shortcomings of other decision-making models. The primary tool in this AHP model is a functional hierarchy with the primary input in the form of human perception with explanations, namely: 1) Reciprocal Comparison is a pairwise comparison matrix that is formed must be opposite; 2) the axiom of homogeneity (homogeneity) is this axiom which means that a person's preferences must be stated on a limited scale, or in other words the elements can be compared with each other; 3) the axiom of dependence (Independence) is a preference that must be stated by assuming that the criteria are not influenced by existing alternatives, but by the overall objective; and 4) the axiom of expectations (Expectations), namely in the AHP process what is required is not rationality but what stands out is human expectations and perceptions so that irrational and consistent assessments can be accepted.

2.4 Hierarchy

There are two major steps in the process of developing the AHP model, namely (Dewi, Malik, and Ibrahim, 2018): 1) decomposition (hierarchical organization); and 2) assessment (hierarchical arrangement). Meanwhile, hierarchical organization or breakdown entails three consecutive literacy processes: 1) level and element identification, 2) idea description, and 3) question formulation. It is possible to illustrate the process of building the hierarchy as follows: 1) defining the overarching aim (goal), i.e., expressing the problem to be solved; 2) establishing criteria consistent with the overall aim. This criterion identifies conditions that facilitate the accomplishment of an aim (goal). It is necessary to consider the possibility of adding sub-criteria to each criterion to elaborate the still-general criteria further; 3) identify the alternatives to be evaluated against the sub-criteria. The current sub-criteria are deemed too wide. Therefore a level above the alternatives is required to determine the qualities of these alternatives throughout the evaluation process (Ovi Resia Arianti Putri, 2012).

2.5 Setting Priorities

After compiling the hierarchy, the following process is setting criteria. This process is essential in using the AHP model, wherein pairwise comparisons are carried out between various predetermined criteria, which are carried out in stages (Prayitno and Pujiyono, 2014): 1) ascertain which of the two is more critical, desirable, or likely to occur; and 2) ascertain how frequently it is critical, desired, or likely to occur. All current priorities are evaluated in pairs and weighted using a scale ranging from 1 to 9. After the hierarchy has been established, the expert's view may be completed by comparing the items at each level and paying close attention to the influence above.

2.6 Advantages and Disadvantages of *Analytical Hierarchy Process (AHP)*

According to Saaty (1993), the Analytical Hierarchy Process (AHP) technique has the following benefits in issue solving and decision making: 1) it gives a single model that is simple to grasp and adaptable to a variety of unstructured problems; 2) integrating deductive and systems-based design approaches to complicated problem solutions 3) being able to deal with the interconnectedness of system pieces without enforcing linear thinking; 4) represents the mind's inherent desire to categorize and arrange comparable aspects within a system; 5) establish a scale for measuring things and a model for creating priorities; 6) monitor the logical coherence of the criteria used to establish priorities; 7) results in a complete evaluation of the advantages of each choice; 8) takes into account the relative importance of numerous system aspects and enables individuals to pick the optimal solution based on their objectives; 9) avoiding consensus in favor of synthesizing a representative outcome from several evaluations; and 9) allowing individuals to fine-tune their definition of a problem and enhance their judgment and comprehension via repetition.

Along with the benefits listed above, there are also drawbacks to using the Analytical Hierarchy Process (AHP) technique, which might result in a decision-making weakness. The difficulties in applying this method are as follows:

- a. It cannot be used when respondents have a very sharp/extreme difference in view.
- b. This method requires reliance on a group of experts, depending on the specialist involved in decision making.
- c. The respondents involved must have sufficient knowledge and experience with the problem.

III. Research Method

3.1 Research Approach

The purpose of this study is to build a model for speeding the economic development of disadvantaged communities in East Java via the use of exploratory research methodologies and the Analytic Hierarchy Process (AHP) analysis. The research area is an undeveloped region in East Java Province, namely Bondowoso, Situbondo, Bangkalan, and Sampang regencies, as defined by Presidential Regulation No. 131 of 2015 on the Determination of Disadvantaged Regions for the Period 2015–2019. Through in-depth interviews with open-ended questions and the selection of respondents (Purposive Sampling) based on their ability and participation with the issues under consideration.

3.2 Analytical Hierarchy Process (AHP)

According to Hutasoit (2005), the Analytic Hierarchy Process (AHP) analysis identifies policy initiatives that require further attention to attain the established goals. Policy alternatives were prioritized using the Analytic Hierarchy Process (AHP) analysis.

3.3 AHP Questionnaire Assessment

The process of establishing criteria is critical when employing the AHP model; this process is accomplished by pairwise comparisons of several specified criteria and includes the following stages: 1) deciding which of the two regarded significant events is more likely to occur; and 2) determining the number of times the more significant event is more likely to occur. Current priorities are evaluated in pairs and assigned a weight on a scale of 1 to 9, followed by the expert's perception being filled in by comparing the items within one level while keeping an eye on the influence at the level above.

3.4 Determination of Respondents

The questionnaire's objective is to elicit the respondent's expert perception to generate primary data. The questionnaire was chosen since the consensus technique, which requires responders to be present at the exact location and time, is extremely difficult to implement. Respondents were chosen based on their involvement in development planning and their expertise and awareness of the issues under investigation. Five regional development experts were asked to respond to the AHP questionnaire in this study, including 1) the Regional Development Planning Agency's Head of the AHP. Economics, Head of Department. Regional infrastructure, and Head of District. Research and development; 2) an economics lecturer at Airlangga University; and 3) local community leaders.

3.5 Data Processing

Data processing in the *Analytic Hierarchy Process (AHP) method will be carried out using Expert Choice Software V.11.*

IV. Results and Discussion

4.1 Economic Development

At the provincial level, economic growth in 2019 showed declining fluctuations with the realization of economic growth in East Java Province in 2019 of 5.52 percent. The four disadvantaged areas with the lowest growth are Bangkalan Regency, at -2.66 percent, but grew positively in 2019 by 1.03 percent. Meanwhile, the highest economic growth of the

four disadvantaged areas is Bondowoso Regency, at 5.44 percent with a positive trend every year, in 2019 reaching 5.52 percent.

Of the 17 supporting sectors, the GRDP of Sampang, Bangkalan, Bondowoso, and Situbondo regencies in 2019 increased on average. However, some sectors grew negatively, such as Bangkalan Regency for the mines agricultural sector -1.13 percent and the Mining & Quarrying sector minus -8.85 percent. Meanwhile, the economic sector in Situbondo Regency that grew minus was the water supply sector by -1.63 percent and the construction sector by -1.90 percent.

4.2 Economic Structure

The transformation of traditional society towards an advanced society economy is marked by the decreasing population and the level of productivity in the primary sector. The level of productivity in the agricultural sector is much lower than the level of productivity in the industrial sector because the level of productivity and low incomes in agriculture means that it can be said that a large part of the income is used for food needs.

The economic structure of the Sampang Regency during the last three years is still dominated by the agricultural sector, with a contribution value in 2019 of 31.23 percent. The same condition also occurred in Bangkalan Regency, with the dominance of the agricultural sector in 2019's Gross Regional Domestic Product reaching 23.57 percent. The role of the agricultural sector in the economy of Situbondo Regency in 2019 was 31.61 percent. The significant role of the agricultural sector also occurred in Situbondo Regency in 2019 by 29.20 percent.

4.3 Poverty Analysis

East Java Province's percentage of impoverished individuals has followed the same trajectory as the national average. This fact is demonstrated by the poverty rate decreased in 2019. In 2017, East Java's poverty rate was 11.77 percent, while the national rate was 10.12 percent. While the number of poor people in disadvantaged areas increased in 2019, the highest rate was 21.21 percent in Sampang Regency with a poverty line of 363,443 thousand, followed by 19.59 percent in Bangkalan Regency with a poverty line of 369,455 thousand, 14.39 percent in Bondowoso Regency with a poverty line of 363,443 thousand, and 11.82 percent in Situbondo Regency with a poverty line of 294,209 thousand. However, compared to East Java Province's poverty rate of 11.77 percent, the four disadvantaged areas have a high poverty rate.

Economic (money, nutrition, housing), social (alienation, feeling insecure), political, and cultural factors all contribute to the high percentage of poverty in disadvantaged regions (Moeis, 2006). According to the World Bank (2002), the factors contributing to poverty might shape macro features, sectors, communities, families, and people. In macroeconomic terms, poverty factors include regional economic potential, inflation rates, etc. Sectoral characteristics might be defined as unemployment, education, or the primary sector's contribution to economic growth. Meanwhile, in terms of community characteristics, infrastructure can be a factor of poverty. Apart from these considerations, regional features affect poverty.

Efforts to alleviate poverty are ongoing, with the government launching anti-poverty initiatives such as Direct Cash Assistance, the National Community Empowerment Program for Urban and Rural Mandiri, and People's Business Credit. Anti-poverty initiatives should focus on the elements that contribute to poverty, considering that the symptoms and reasons that contribute to poverty differ by location. Thus, all government policies, particularly those aimed at poverty reduction, must first be researched and

evaluated as drivers of poverty, or as they are referred to in poverty analysis, determinants of poverty.

4.4 Development Policy Strategy

The hierarchical arrangement is the most crucial part of the AHP model because it will allow respondents to give a more superficial assessment/opinion. Using a hierarchy is hoped that complex problems will become more straightforward to understand. In the AHP model used in this study, the hierarchy is composed of 4 levels, with the top-level as the focus/goal of the hierarchy, namely: the model for accelerating the economic development of underdeveloped regions in East Java and through the complete AHP model hierarchy presented in the following diagram.

Level 1 Scenario, at this level, is divided into 3 (three) possible scenarios that may occur, namely: 1) **the optimistic scenario** is a future scenario where the external macro-environment is very supportive of development in underdeveloped areas, or future conditions are better than conditions in the future. Now to support the achievement of the expected goals; 2) **the status quo scenario** is a future scenario, where the macro external environment conditions remain the same as the current conditions (almost no change); and 3) **the pessimistic scenario** is a future scenario where the macro external environment condition is worse than the current condition.

Based on information from respondents' assessment results of the AHP questionnaire, it can be concluded that in the context of government development in 4 (four) underdeveloped regencies (Sampang, Bangkalan, Bondowoso, and Situbondo), the scenario that is considered the most realistic is the optimistic scenario with the targets that must be prioritized are "Increasing Economic Growth." To achieve this target, the order of policy priorities that can be carried out by the regional governments of disadvantaged regions (Sampang, Bangkalan, Bondowoso, and Situbondo) can be described in table 1.

Table 1. Priority Order of Policy Strategies with Optimistic Scenario

Priority	Policy Strategy	Score
I	Strengthening Microeconomics	0.30144
II	Optimizing Resources	0.24764
III	Improving Institutional Performance	0.17526
IV	Developing Tourism Potential	0.12754
	Total Score	0,9999

Source: Processing of respondents' assessments (Software Expert Choice)

Based on the respondents' assessments, economic growth is a target that must be prioritized by the local Government of disadvantaged regions (Sampang, Bangkalan, Bondowoso, and Situbondo). This fact is consistent with the fact that the economic growth rate of disadvantaged regions is far behind compared to economic conditions in the surrounding areas in East Java.

Efforts to increase economic growth can be carried out through priority policy strategies, namely.

- a. utilizing primary capital such as favorable geographical conditions, quality and quantity of human resources, natural resource potential, as well as basic facilities and infrastructure;
- b. take advantage of the work ethic, tenacity, and entrepreneurial spirit of the community in the micro-economy sector;
- c. develop their tourism potential; and

- d. Improve capacity, work ethic, the performance of institutions and employees, and supervision of regional development in order to maximize the implementation of regional development.

With the "Status Quo" scenario meaning that the economic condition is the same as it is today, the priority target is "Reducing Poverty" with the priority that the Government must do in 4 (four) disadvantaged areas (Sampang, Bangkalan, Bondowoso, and Situbondo) is optimized resources. With the current economic conditions with relatively low economic growth, poverty is still a significant problem for the Government in these regions. There are still many people who are vulnerable to social problems and are below the poverty line, and there are not many adequate jobs available, which results in the high unemployment rate in 4 (four) disadvantaged areas (Sampang, Bangkalan, Bondowoso, and Situbondo), as shown in table 2.

Table 2. Analytic Hierarchy Process with Status *Quo* Scenario

Level	Definition	Score
1	Scenario	
	Optimism	0,0911
	Status <i>Quo</i>	0,7170
	Pessimism	0,0912
2	Target	
	Status <i>Quo</i>	
	Reducing poverty	0,4253
	Increasing economic growth	0,3153
	Increasing community participation	0,2719
3	Alternative Strategy	
	Reducing Poverty Target	
	Optimizing resources	0,2527
	Strengthening microeconomics	0,2455

Source: Processing of respondents' assessments (Software Expert Choice)

For the **pessimism scenario**, which means that the economic condition is worse than the current condition, the priority target is "Increasing Community Participation" with policies that the Government must carry out in 4 (four) disadvantaged areas (Sampang, Bangkalan, Bondowoso, and Situbondo). is "Optimizing Resources." With poor economic conditions, community participation is crucial. The community is expected to actively participate in supporting development amidst economic conditions that may be less favorable, as shown in table 3.

Table 3. Analytic Hierarchy Process with Pessimism Scenario

Level	Definition	Score
1	Scenario	
	Optimism	0,0911
	Status <i>Quo</i>	0,7170
	Pessimism	0,0912
2	Target	
	Status <i>Quo</i>	

	Reducing poverty	0,4253
	Increasing economic growth	0,3153
	Increasing community participation	0,2719
3	Alternative Strategy	
	Poverty Reducing Goals	
	Optimizing resources	0,2527
	Strengthening microeconomics	0,2455

Source: Processing of respondents' assessments (Software Expert Choice)

Community participation is necessary for regional development, especially during regional autonomy as it is today. The form of community participation can be interpreted as the community's active role to become an initiator whose function is to determine issues in decision making and as a guide, which functions to direct policymaking (Fagence, 1977). In other words, community participation means the community's involvement in determining the direction, strategy, and policymaking of regional development, although nowadays, local governments often worry because they cannot accommodate the community's needs in general.

Through community participation, local governments can make development priorities most appropriate, according to the needs of the community and the problems faced, so that in a dire economic condition, local governments can carry out regional development according to the most appropriate priorities to avoid wasting regional finances or carry out inappropriate development. In order to realize the target of increasing community participation, based on the assessment of experts, the policy priority that must be carried out is to optimize all resources owned by the government in 4 (four) disadvantaged areas (Sampang, Bangkalan, Bondowoso, and Situbondo).

Human resources in 4 (four) disadvantaged areas (Sampang, Bangkalan, Bondowoso, and Situbondo) are pretty abundant, of which 75.69% are people of productive age. This fact is one of the primary capital that is quite good for each area. To carry out regional development. By optimizing these human resources, among others by providing education, skills, and protection from unfair competition, it is hoped that the community will be able to participate in development actively.

Based on the comparison above, it can be concluded that the hierarchy was created in order to find the priority order of development policies in 4 (four) disadvantaged areas (Sampang, Bangkalan, Bondowoso, and Situbondo) is a reasonably unstable hierarchy. This fact is understandable because planning regional development is strongly influenced by many factors, not only internal local government factors but also external factors that cannot be controlled, such as national or international conditions. It means that if there is a significant change, there will also be a change in the development targets and the order of policy priorities. By understanding the hierarchical instability in determining the priority of regional development policies, local governments can anticipate if something unexpected happens.

V. Conclusion

The development of the poor population in underdeveloped areas (Bondowoso, Situbondo, Bangkalan, and Sampang) in East Java is in the high category and even above East Java, and Sampang Regency is the area with the highest poverty rate compared to 3 (three) other disadvantaged areas. The high poverty rate in underdeveloped areas is

generally caused by economic factors (income, nutrition, housing), social (alienation, feeling insecure), political and cultural factors (Moeis, 2006).

For regional development policy priorities in order to increase economic growth in 4 (four) disadvantaged districts (Sampang, Bangkalan, Bondowoso, and Situbondo), namely

1. utilizing primary capital such as favorable geographical conditions, quality and quantity of human resources, potential natural resources, as well as basic facilities and infrastructure;
2. take advantage of the work ethic, tenacity, and entrepreneurial spirit of the community in the micro-economy sector;
3. develop their tourism potential; and
4. Improve capacity, work ethic, the performance of institutions and employees, and supervision of regional development in order to maximize the implementation of regional development.

This policy priority is likely to change, especially if things go wrong. If the most realistic scenario is the status quo scenario, then the target to be achieved is to reduce poverty, with the policy priority that must be taken is optimizing the available resources. Meanwhile, if the scenario that is considered the most realistic is pessimism, then the target to be achieved is to increase community participation through policies to optimize resources.

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