

**INTERVENTION STRATEGY FOR ACCELERATION FOR ALLEVIATION OF DISADVANTAGED REGIONS: CASE OF BOALEMO DISTRICT, GORONTALO PROVINCE**

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**ABSTRACT**

Nowadays, Indonesia still has a disadvantage regencies as much as 23.74 percent of the total regencies. One of the disadvantaged districts is Boalemo Regency, Gorontalo Province. Boalemo Regency has problems in the area of indicators: Community Economy; Regional Financial Capability; and Regional Characteristics. Moreover, the interventions carried out have not yet been focused on the problematic indicators and sub-indicators. Therefore, strategies and methods are needed to intervene with programs according to the problematic sub-indicators so that the alleviation policy for disadvantaged areas is right on target.

This research uses quantitative and qualitative approaches. The quantitative approach used is the k-mean cluster method, which is to find out the calcification of disadvantaged areas, and rapid miner 5.3 application to get the centroid of each variable that will be used as a reference for coaching interventions in disadvantaged areas.

The results of the analysis show that conditions that are under centroids are: Number of villages, Paved roads, Paved road conditions, Land conditions, Percentage of villages that frequently occur in earthquakes, Percentage of the number of villages affected by floods, Percentage of other affected villages, Percentage of villages located in protected forests, percentage of villages with critical land, percentage of poor population, percentage of the population with per capita consumption expenditure, life expectancy, the average length of schooling, and percentage of households that use electricity. The strategy that needs to be done is to increase local capacity and capacity for the region, as well as to conceptualize the whole or even more, and measure their role as endogenous factors in the development process.

The conclusion is that the Conditions of Disadvantaged Regions that have low indicators are not only those that are already, but there are still sub-indicators with scores below the centroid based on developed regional clusters. The design of accelerating the development of Underdeveloped Regions can be done with focus, locus, and temp adjusted to the needs and starting from the identification of development needs, low inventory of indicators and sub-indicators, program implementation, evaluation of implementation results, and all activities requiring provincial and central government assistance. It is recommended that the Central and Provincial Governments should provide assistance in planning, implementing, and

evaluating the implementation of program interventions to accelerate the development of disadvantaged regions.

**Keywords:** Strategy, Interventions, Alleviation, Disadvantaged Regions

## 1.0 PRELIMINARY

In 2015, the Government of Indonesia established 122 disadvantaged regions or 23.74 percent of the total districts/cities through the Republic of Indonesia's Presidential Regulation Number 131 of 2015 concerning the Determination of disadvantaged Regions. The criteria for determining disadvantaged regions consist of indicators: community economy, human resources, facilities and infrastructure, regional financial capacity, accessibility and regional characteristics.

In disadvantaged regions, not all indicators are problematic but only a few need to be addressed and intervened. For example in Boalemo District, Gorontalo Province, Indonesia, it only has problems with indicators of the Community Economy, Regional Financial Capabilities, and Regional Characteristics. As for the indicators that have been rated as good, there are still those who have problematic sub-indicators. So to intervene in problematic indicators an appropriate development intervention strategy and methods that are appropriate to the disadvantaged indicators are needed.

The Government's efforts to eradicate underdeveloped regions carried out during the 2015-2019 period for its programs have not yet been directed to problem indicators. Whereas the problem of underdeveloped regions by the National Planning Agency (2016, 2018), among others, occurs due to: weak coordination between actors; affirmative policies are not yet optimal; and inappropriate development policies. Coordination between Ministries / Institutions has been carried out by the government by uniting the internal ministry activities and related Ministries / Institutions. This was realized with the Presidential Decree Number 26 of 2018 concerning the National Action Plan for the Acceleration of Development of Disadvantaged Regions Th.2019.

This study aims to analyze the sub-indicators that need to be intervened with the appropriate method. With the appropriate method, sub-indicator parts that must be intervened, especially for Boalemo District, will be found from the Community Economic indicators; Regional Financial Capability; and Regional Characteristics. Besides the problematic sub-indicators will also detect sub-indicators that are still problematic on indicators that have good grades. So far, interventions in lagging regions with national and regional programs have not been focused on problematic sub-indicators. Therefore, strategies and methods are needed to intervene with programs according to the problematic sub-indicators so that the alleviation policy for disadvantaged areas is right on target.

## 2.0 LITERATURE REVIEWS

Underdeveloped Regions according to the Regulation of the Minister of Rural Development and Transmigration of the Republic of Indonesia Number 3 of 2016 concerning Technical Guidelines for Determining Indicators in the Determination of Underdeveloped Regions

Nationally are regencies whose regions and communities are less developed compared to other regions on a national scale. Some strategic development issues in disadvantaged areas, according to the National Development Planning Agency (2016) and Dion (2017), mention the focus of handling caused by 1) impartial regulation/disharmony; 2) weak coordination between actors; 3) not yet optimal affirmative policies, and 4) The low quality of human resources and the level of welfare of people in disadvantaged areas.

It was also stated that the criterion was a collection of indicators in a certain field or dimension and had a certain weight value which was used as the basis for determining the Disadvantaged Regions. While the indicator is a number or statistical variable that describes a particular situation that is used as a basis for determining the Disadvantaged Regions. The use of indicators to measure the area is said to be lagging used 6 indicators consisting of 27 variables. To identify a regency that is lagging behind can be measured using predetermined standards referring to the Regulation of the Minister of Villages, Development of Disadvantaged Areas and Transmigration Number 3 of 2016 concerning Technical Guidelines for Determining the Indicator of Disadvantaged Regions Nationally. Regional backwardness is measured based on six main criteria, namely economy, human resources, infrastructure, regional financial capacity, accessibility and regional characteristics. Development of disadvantaged areas is a planned effort to transform an area that is inhabited by communities with various socio-economic problems and physical limitations, into an advanced region with a community whose quality of life is the same or not far behind compared to other Indonesian people.

To know the disadvantaged area, 6 indicators are used consisting of 27 variables / sub-indicators. The sub-indicators that will be intervened require a strategy that is the pattern of goals, goals or objectives and policies, as well as important plans to achieve the objectives, which are stated in the way adopted, and the type of program (Kenneth Andrew in Stimson et al, 2009). According to Arsyad (1999), regional economic development strategies can be grouped into four major groups, namely: 1) Physical or locality development strategies (locality or physical development strategy); 2) Business development strategy (business development strategy); 3) Human resource development strategy (human resource development strategy); and 4) Community-based development strategy.

Internal factors such as strategy resources, then identify and evaluate internal and external factors. Internal factors such as resources, strategies that have been included include organizational performance. Then external factors are factors of change outside the organization. Evaluation is expected to be formulated with various alternative strategies in order to take action to achieve organizational goals (Rahmat, 2009; Djunaedi.A, 2002; Stiglitz. 1998)).

Understanding the strategy there are several kinds as stated by experts. The strategy is defined as a process of determining the plans of top leaders who focus on the long-term goals of the organization, accompanied by the preparation of a way or effort on how to achieve these goals (Umar, 2001).

The disadvantaged of Boalemo Regency which is administratively located in the Sulawesi Region is lagging behind in the fields of Human Resources, Regional Financial Capabilities,

Community Economy, and Regional Characteristics. Intervention activities to accelerate the development of disadvantaged areas require intervention on indicators and sub-indicators determined by the appropriate method (Marwan.J, 2015).

## **3.0 METHODOLOGY**

### **3.1 Method**

This research uses quantitative and qualitative approaches. The quantitative approach used is the k-mean cluster method to determine the classification of disadvantaged areas, with the help of rapid miner 5.3 application, to get the centroid of each variable that will be used as a reference for coaching interventions in disadvantaged areas. Qualitative method approach according to Moleong (2005), is research that intends to understand the phenomena experienced by research subjects namely about disadvantaged areas. Descriptive analysis is a method that serves to describe or give a description of the object under study through data or samples that have been collected as they are (Sugiyono, 2010).

### **3.2 Data Collection**

The data collected consists of primary and secondary data. Primary data was obtained through a Focus Group Discussion with the Regional Work Unit / Office related to indicators of the causes of underdevelopment in Boalemo District. Regional Work Units participating in the Focus Group Discussion are Community Empowerment Agency, Regional Development Planning Agency, Agriculture and Food Security Service, Plantation Service, Public Works and Public Housing Service, Manpower and Transmigration Office, Statistics Agency, Social Service, Agency National District Disaster Management, and Education Office.

Secondary data was obtained from tracking various Regulations / Policies related to the elimination of Underdeveloped Regions, the results of the implementation of the Underdeveloped Region alleviation program, the Central Statistics Agency, and literature or research results related to the research topic. Secondary data is data that at the time of collection does not (not necessarily) meet the needs faced. Secondary data used consisted of 416 districts in Indonesia in 2018. The data was obtained from the Central Statistics Agency and the Ministry of Villages, Disadvantaged Regions and Transmigration.

### **3.3 Data Processing and Analysis**

The data is obtained through tracking progress data reporting and eradicating underdeveloped programs, textbook theory, various government policies, sourced from the literature and or the internet. Primary data was obtained through Focus Group Discussion with the Regional Work Unit / Office related to the Regional Work Unit related, as well as the direct discussion. Regional Work Units that participated in the Focus Group Discussion consisted of the Office of Community Empowerment, the Regional Development Planning Agency, the Office of Agriculture and Food Security, the Office of Plantation, the Office of Public Works and Public Housing, the Office of Manpower and Transmigration, the Central Statistics Agency, the Office of Social Affairs, The National District Disaster Management Agency, and the Office of Education.

The analytical method used in this study uses two approaches namely quantitative and qualitative. The quantitative approach used is the k-mean method, a) endidi, which is to find out the calcification of disadvantaged areas which are divided into 5 clusters, namely Severe, Very Disadvantaged, Disadvantaged, Somewhat Disadvantaged and Potentially Advanced (Dwinavinta et al. 2014). In addition to the k-mean method, b) endidi with the help of the application of rapid miner 5.3, can also get a centroid on each variable that will be used as a reference for coaching interventions in disadvantaged areas which will be analyzed using qualitative methods. The data analysis stage begins with the Z-Score stage which is a measure that determines how much distance a value (from the observation of a sample set) to the average is in its standard deviation units. Followed by normalization aiming that the range of values in each indicator has the same range. After that, Clustering is performed as a process of organizing data objects into class sets that are interconnected. Finally, a K-means Clustering Algorithm, which is one of the non-hierarchical cluster analysis methods, attempts to partition objects into one or more clusters or groups of objects based on their characteristics, so objects that have the same characteristics are grouped in the same cluster and objects that have different characteristics are grouped into another cluster.

### **3.4 Location**

The research location was determined purposively representing disadvantaged areas with criteria outside of Java, which was the selected district, namely Boalemo Regency. The district is the focus of the program by the Ministry of Villages, Disadvantaged Regions and Transmigration in 2019.

## **4.0 DISCUSSION RESULTS**

### **4.1 Territory and Administrative**

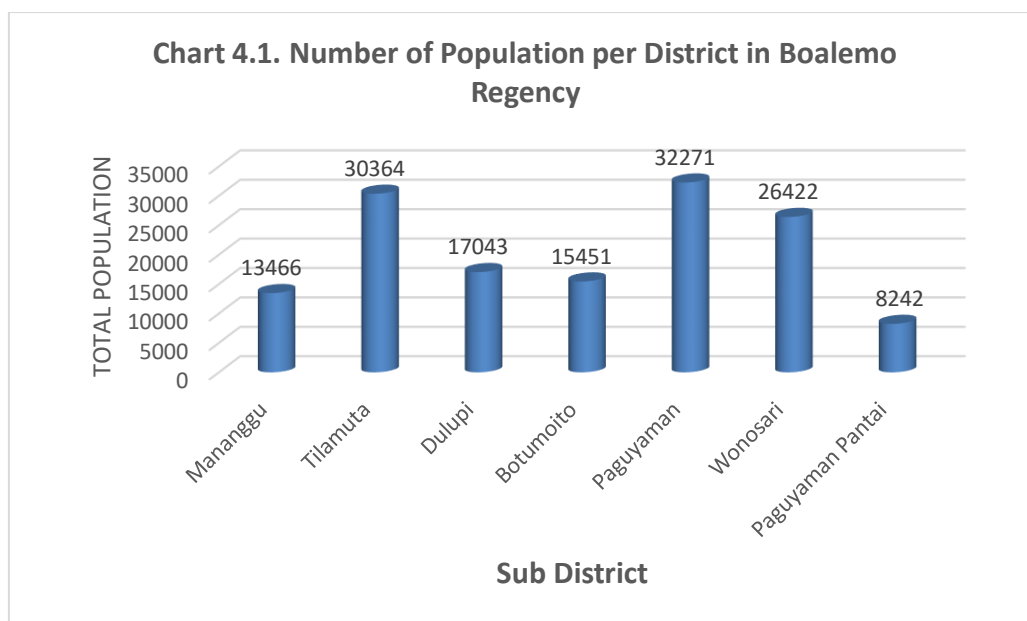
The total area of 1,828.75 Km<sup>2</sup> (14.7 percent of the total area of the Province), consists of 7 (seven) districts and has 82 villages.

### **4.2 Land Use**

The land used for the agricultural business consists of rice fields and dryland agriculture (fields). Rice fields are planted throughout the year due to the availability of water from rain and technical irrigation as well as simple irrigation. Dryland agriculture is usually diverse when the rainy season is planted with rice and during the dry season it is planted with corn or crops such as green beans, soybeans, peanuts, cassava and sweet potatoes. Plantation commodities that are developing are clove, cocoa, coconut, oil palm and sugar cane. Fisheries areas are generally found in several districts.

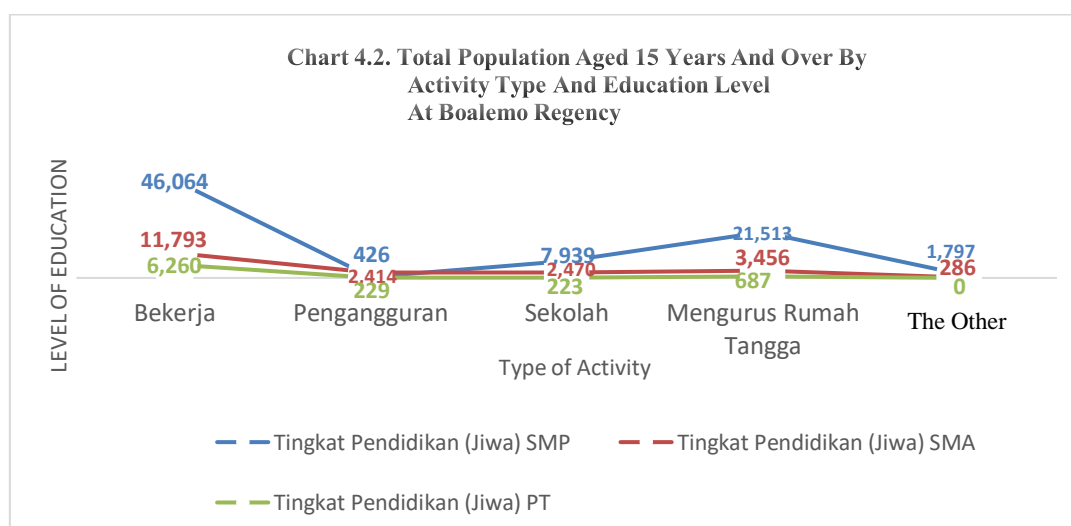
### **4.3 Population and Employment**

The total population of 143,259 people consists of 73,176 men (51.08%) and 70,083 women (48.92%). The most population is in Paguyaman Subdistrict with 32,271 inhabitants and the smallest is in Paguyaman Beach Subdistrict with 8,242 inhabitants (Boalemo Regency Statistics Agency. 2017).



Source: Boalemo Regency Statistics Agency. 2017

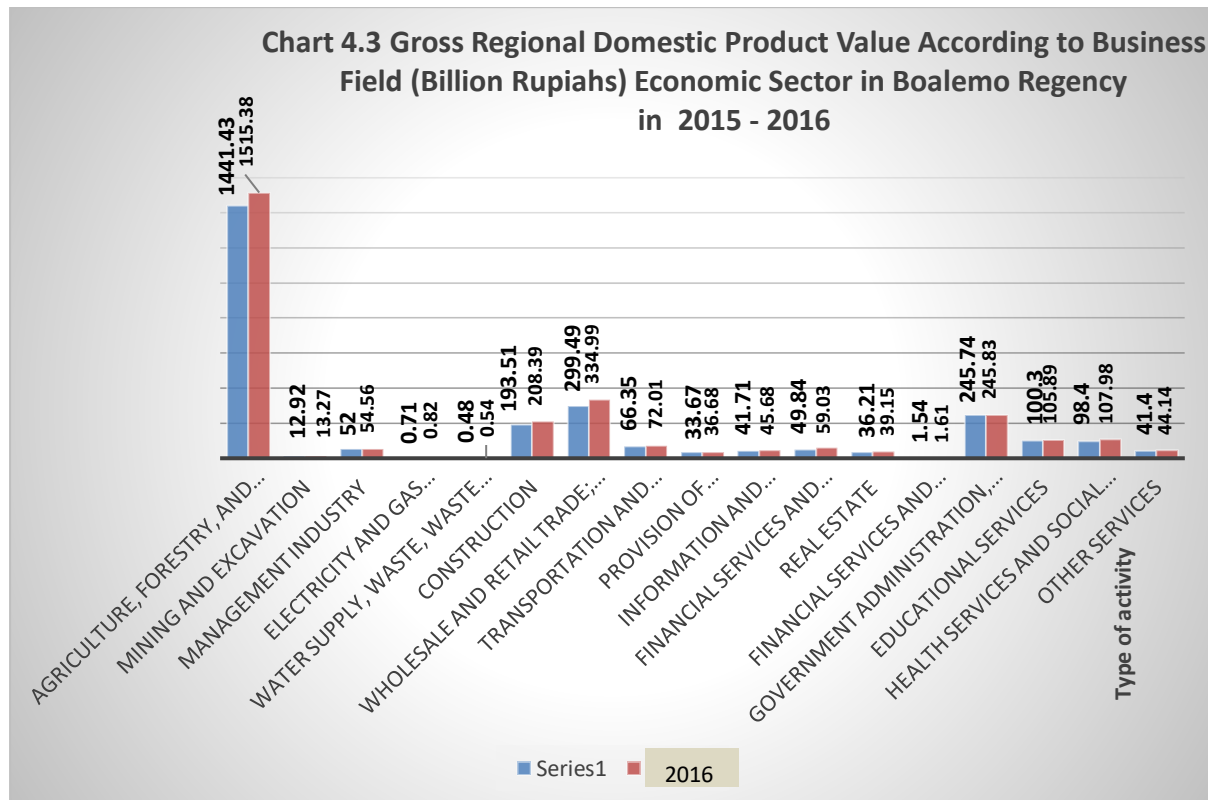
The employment structure in 2017 shows that the number of people aged 15 years and over who work is 64,260 people or with the same or equivalent level of junior high school as many as 46,064 people, the level of senior high school is 11,793 people and universities are 6,260 people. The number of unemployed educated was 3,069 people with the level of education equivalent to 426 junior high school students, 2,414 senior high school students and 229 college students (Boalemo Regency Statistics Agency. 2017).



Source: Boalemo Regency Statistics Agency. 2017

Boalemo Regency's economy in 2016 was measured based on Gross Regional Domestic Product at current prices reaching Rp 4,166.44 billion, an increase compared to 2015 of Rp 3,700,91 billion. While the Gross Regional Domestic Product at constant prices reached Rp

2,885.95 billion, an increase from 2015 which amounted to Rp 2,715.13 billion. The Agriculture, Forestry and Fisheries Sector in 2015 based on current prices experienced an increase, namely in 2015 amounting to Rp 2,029,026, 55 million to Rp 2,276,702.01 million in 2016 (Boalemo Regency Statistics Agency. 2017).



Source: Boalemo Regency Statistics Agency. 2017

#### 4.4 Regional Revenue

In the period 2012 - 2015 per capita Gross Regional Domestic Product at current prices continues to increase. In 2014, Rp. 24,420,000.00 and in 2015 it increased to Rp. 26,920,000.00. Likewise, the Gross Regional Domestic Product per capita at constant prices, in the period 2012-2015 also increased. In 2014, Rp. 18,030,000.00 and in 2015 an increase of Rp. 18,650,000.00 or 3.44 percent (Boalemo Regency Statistics Agency. 2017).

#### 4.5 Policy for the Elimination of Disadvantaged Region

The national action plan for accelerating the development of underdeveloped regions is an annual planning document for the development of disadvantaged regions compiled by referring to the National Strategy for the Acceleration of Development of disadvantaged Regions. The importance of alignments and sharpening of planning and funding as well as implementation of development in disadvantaged areas is one of the reasons for the preparation of the National Action Plan document for accelerating the development of disadvantaged regions.

The Presidential Decree on the National Action Plan for the Acceleration of Development of Disadvantaged Regions in 2019 was set to be a guideline in the preparation of the Government Work Plan and in the preparation of ministries/agencies work plans in 2019 related to the acceleration of development of disadvantaged regions. The development needs for disadvantaged areas which need to be increased are the value of indicators that are the weaknesses of the region and become a program to accelerate its alleviation. This shows that the development needs to increase the value of the criteria and should be built is a weak criterion. Handling development that is beneficial is the problem of disadvantaged areas. Thus it can increase the value of criteria and sub-criteria are low. The criteria for being left behind according to Presidential Regulation Number 26 of 2018 are as follows (Table 4.1).

#### **4.6 Analysis of Boalemo District Underdevelopment Indicators to Identify Program Needs**

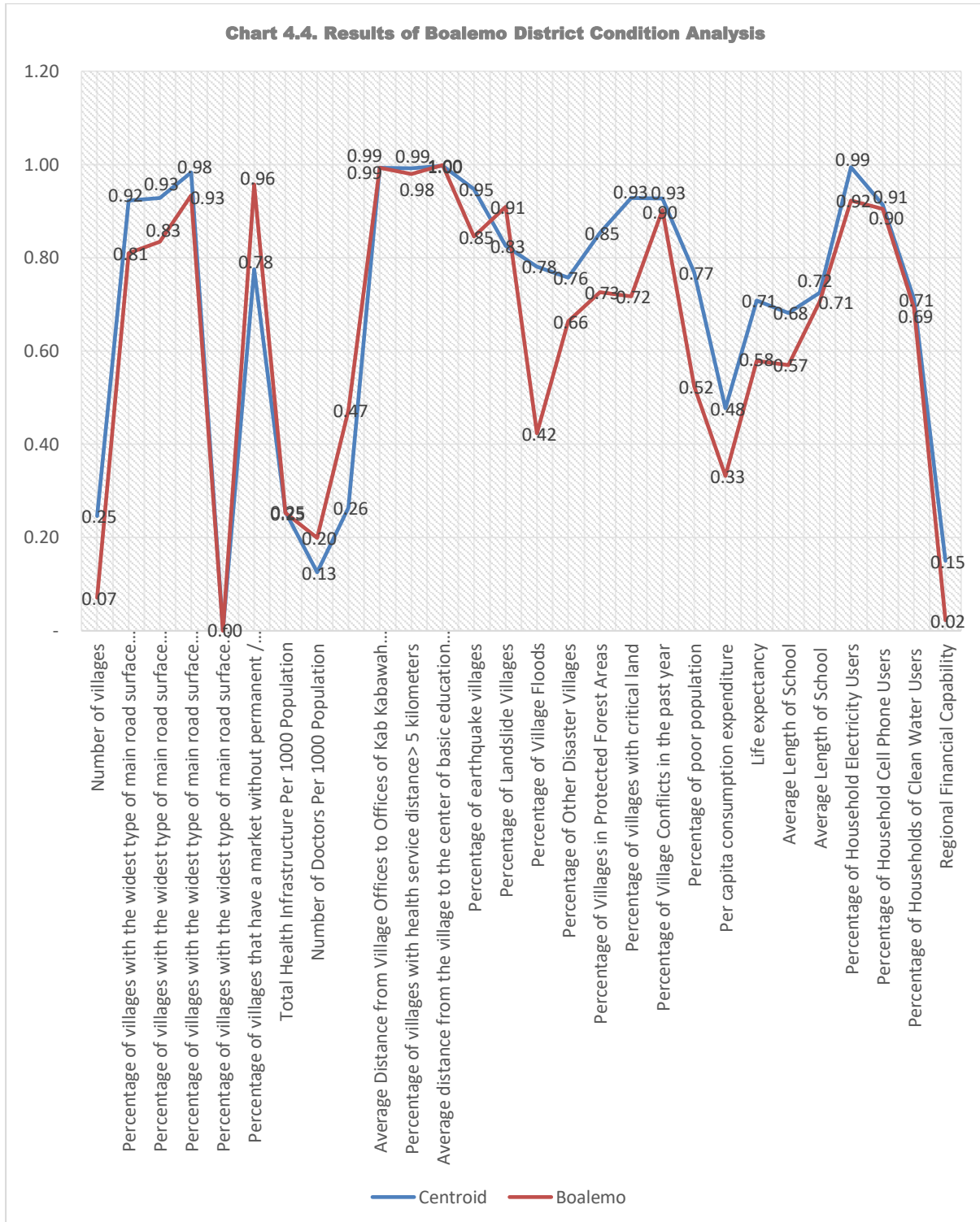
This analysis was conducted for data from the Central Statistics Agency (2018) about the condition of districts throughout Indonesia. In this study samples were taken for Boalemo District which is still a disadvantaged area. The data used are 6 indicators and 27 sub-indicators and even added 1 sub-indicator namely the number of villages. Graph 4.4 illustrates the condition of Boalemo Regency from indicators that are under centroids that should be of concern to the government as the coach of disadvantaged areas.

Indicators that need to be considered from the results of the analysis above (graph 4.4) are the conditions under centroids: 1) Number of villages; 2) Paved roads; 3) Road conditions are hardened; 4) Roads to ground conditions; 5) Percentage of villages where earthquakes occur frequently; 6) Percentage of villages affected by flooding; 7) Percentage affected by other disasters; 8) Percentage of villages in the protected forest; 9) Percentage of villages with critical land; 10) Percentage of poor population; 11) Percentage of population with per capita consumption expenditure; 12) Life expectancy; 13) Average length of the school; 14) Percentage of household electricity users.

In the last decade regional development theory has shifted from the focus of exogenous factors to endogenous factors. These developments are very attractive to regional development analysts and practitioners as well for several reasons, including recognition of the importance of regions in the development process, and also because they introduce explicit spatial variables into economic development and growth theory, which are elements largely ignored in neoclassical thought ( Stiglitz, Jozeph. 1998).

Of course, exogenous factors tend to remain important for an area with economic performance and development over time. But there is increasing importance that places endogenous power as a determinant of the competitiveness of a region. Regional economic developments are current policy initiatives that tend to be more oriented towards measures to increase local capacity and capacity of the region. While endogenous growth theory states there are effects on leadership, entrepreneurship and institutional factors.





In the contemporary context, a focus on sustainable development in Indonesia, regional economic development strategies are increasingly needed to place common attention on the use of endogenous factors in the pursuit of regional growth and development. Towards the end, from the writing of Nijkamp et al. (1994) and Capello et al. (1999) in Stimson et al

(2009), it is possible to propose a production function for sustainable innovative development.

To analyze the economic growth of regions outside Java so that it can be used as an example for other districts outside Java. Many theories can be used to grow the regional economy, in disadvantaged areas can be focused on endogenous theories. Traditional regional economic development is usually with an approach to neoclassical economic growth theory and mostly to the Solow growth model (1956, 2000). In that context, a broad set of models and focus conveying 'new growth theories' has been directed with focus and processes to endogenous. Of course, exogenous factors are still important for economic performance and how it develops over time.

In the development of cities/regions, it can be measured by Regulation of the Minister of Villages Number 3 of 2015 concerning Regional Development Indicators consisting of 6 indicators and consisting of 27 sub-indicators. The influence or leverage of regional development is not only 6 indicators but there are still other factors to design the acceleration of alleviation that can be done by the Regional Government in terms of the focus of the problem, locus, and tempus or the timeliness of implementation. This will apply to disadvantaged areas to get accelerated development from the Provincial Government and the Central Government. Other supporting prerequisites are the Regional Head with his leadership character including leadership, institution, and entrepreneurship. While the exogenous development factor still needs to be considered as an influential factor on regional investment through the private sector (business world), Government (Central and Provincial), as well as development partners, and others.

The Solow Theory (1956) states that regional economic growth is a function of the capital stock, labor force, technology, research and development, R&D, and human resources. Or it can be formulated as follows:  $Y = f(K, L, T, R, H)$ . Y is Economic Growth, K (Capital) = Capital Stock, L (Labor) = Labor Force, T (Technology) = Technology, R (Research and Development) = Research and Development, and H (Human) = Human Resources.

In regional development, a large amount of Local Revenue is needed, as is the case in Kab. Boalemo which consists of 7 (seven) sub-districts and has 82 villages is only able to have a Regional Original Income of Rp.71,687.17 M. 844.63 M. The amount is smaller than Gorontalo City which is separated from the disadvantaged areas to reach Rp. 921.33 billion in 2017. The difference in Regional Original Income of around 8.32 percent must be championed by the Boalemo District Government. Increase can be done by increasing investment from local communities and from outside the region. Investment from the community is still small, this can be seen from the value in the 2019 quarter (January - March) only reaching Rp. 572,300,000 originating from the field of trade and other businesses.

Based on non-facilitation investment data for the first quarter of 2019, it showed that the incoming investment was generally engaged in the service sector with an investment value of less than 150 million rupiahs. If seen from the company's domicile, most of the incoming investment comes from within the district. This shows the need for a strategy by the Boalemo District government to bring in investors from outside the district. The activity of the government in participating in potential exhibitions and regional promotions outside the

district is one strategy to attract investors. The ease in managing business licenses can also be an attraction for investors to invest their capital.

#### **4.7 Intervention Strategy Program for the Acceleration of Development of Disadvantaged Regions**

The need for development programs for Disadvantaged Regions from the results of the data analysis above can be arranged based on regional conditions and indicators that are considered weak. So the development program can be carried out by planning development needs that are focused on indicators that are judged to be inadequate and each disadvantaged region has different weaknesses.

This district has weaknesses in the area of the people's economy, regional financial capacity and regional characteristics. Based on gap analysis between programs related to alleviation through increasing weak indicators in the Presidential Decree National Action Plan for Accelerating Development of Disadvantaged Regions in 2018:

1. Community economy: some have been able to help in poverty alleviation with activities in the field of food, food crop cultivation, post-harvest processing, business assistance for the poor, production assistance, and BUMDesa
2. Regional Finance: there is no program
3. Regional characteristics: some activities support disaster activities, disaster relief, post-conflict management, environmental fields.

The programs needed based on indicators weaknesses based on the results of rapid miner analysis are:

- 1) Community economy  
Sub-indicators of the number of poor people are still high, so the programs needed are: a) Decreasing the number of poor people; b) Mapping of causative factors (unemployment, critical land, flood areas, damaged road infrastructure, etc.); c) Construction of livable homes; d) Increased access to clean water; e) Empowering the community to increase income, to meet the adequacy of food, clothing, nutrition, and others; f) Village Cash Intensive Work from the Village Fund is activated/enlarged; g) Provision of cheap markets.
- 2) Regional Finance: Coaching by the Ministry of Home Affairs, increasing investment
- 3) Regional characteristics
  - a. Percentage of earthquake villages, a program is needed 1) Earthquake area, self-rescue socialization needed, 2) Each village has prepared treatment areas, rescue
  - b. Percentage of flood villages: program 1) Socialization of actions in the event of a flood; 2) Provide temporary shelter; 3) The local government provides sufficient funds to handle flood refugees; 4) Be aware of annual routine flooding
  - c. Percentage of other disaster villages: Disaster map
  - d. Percentage of villages in protected forest areas: program 1) Better social handling/empowerment; 2) More protected areas

- e. Percentage of villages with critical land: 1) Mapping as critical land; 2) Innovation of soil treatment in order to have endeavoured

The regional economic development program which is a function of capital, labor, technology, Research & Development, and human can be delivered as follows:

- 1) Increase capital can be done by increasing investment from the private sector,
- 2) Open employment for educated unemployed
- 3) Increase investment in education and research & development
- 4) Implement a "triple helix scenario" in which investments in innovation and R&D inputs to produce innovation come from local, city and regional sources, increasing the role of relationships between the three main institutions of actors in the local industrial environment, universities and research institutions, and government.
- 5) Strengthen the basic scientific skills that drive innovation.

## 05. CONCLUSIONS AND RECOMMENDATIONS

### 5.1 Conclusions

Based on the results of the discussion, it can be concluded as follows:

1. Activities in the National Action Plan for the Acceleration of Development of Disadvantaged Regions in 2018 there are some activities that are in line and support the eradication of disadvantaged areas.
2. Conditions of Disadvantaged Regions that have low indicators are not only those who have, but there are still sub-indicators with scores below the centroid based on developed regions clusters.
3. The design of the acceleration of the Development of Disadvantaged Regions can be done with focus, locus, and tempus adjusted to the needs and starting from the identification of development needs, low inventory of indicators and sub-indicators, program implementation, evaluation of implementation results, and all activities need assistance from the provincial government and centre.

### 5.2 Recommendations

1. The government identifies post-alleviated activities with k-mean analysis with rapid miner application as a reference for the Regional Government to carry out development for disadvantaged areas.
2. The Central and Provincial Governments provide assistance in planning, implementing, and evaluating the implementation of program interventions to accelerate the development of disadvantaged regions.
3. The intervention of program activities can be stipulated in the form of Ministerial Regulation concerning the acceleration of development of Disadvantaged Regions.

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**TABLE AND PICTURE**

Table 4.1 Criteria and Indicators for Disadvantaged Boalemo District according to Presidential Decree Number 26 of 2018

Number	Kriteria Keteringgalan	Missing Criteria	Have Problems
(1)	(2)	(3)	(4)
1.	Community Economy	a. Percentage of poor population	v
		b. Per capita population expenditure	
2.	Human Resource	a. Life Expectancy	v
		b. Average Length of School	
		c. Literacy Number	
3.	Regional Financial Capability	-	v
4.	Infrastructure/ Facilities	a. Roads between villages by land	-
		1) Asphalt / concrete road (number of villages)	
		2) Paved road (number of villages)	
		3) dirt road (number of villages)	
		4) Other roads (number of villages)	-
		b. Roads between villages not by land (number of villages)	
		1) Market without buildings (number of villages)	
		2) Health facilities per 1000 residents (units)	
		3) Doctors per 1000 residents (people)	
		4) Basic education facilities per 1000 population (units)	
5) Percentage of households that use electricity			
6) Percentage of household telephone users			
7) Percentage of households that use clean water			
5.	Accessibility Criteria	1) Average distance to district capital (Km)	-
		2) Access to health services (Km)	
		3) Access to basic education services (Km)	
6.	Regional Characteristics Criteria	1) Earthquakes (percentage of villages)	v
		2) Landslides (percentage of villages)	
		3) Floods (percentage of villages)	
		4) Other disasters (percentage of villages)	
		5) Protected forest area (percentage of number of villages)	
		6) Critical land (percentage of villages)	
		7) Conflict villages (percentage of villages)	

Source: Presidential Decree Number 26 of 2018;

Village Ministry Planning Bureau, Disadvantaged Regions and Transmigration, 2018