

COMMUNITY PARTICIPATION IN MINAPOLITAN DEVELOPMENT IN PAGELARAN DISTRICT PRINGSEWU REGENCY

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Abstract: *This journal examines community participation in the development of Minapolitan in Pagelaran District, Pringsewu Regency. This research uses a descriptive method with a qualitative approach. The researcher used a sampling technique to determine the informants, while the research informants were 18 people. Meanwhile, data collection techniques use interview techniques, observation, and documentation studies. The research results show that the level of community participation in developing the Minapolitan area in Pagelaran District is quite high, especially in improving the economy for the community. The forms of community participation in developing the Minapolitan area are as follows: 1) Participating in decision-making; 2) Community participation in implementation; 3) Involving the community in utilizing the results.*

Keyword: *Community Participation, Minapolitan Area.*

INTRODUCTION

Pringsewu Regency is one of the districts in Indonesia that has potential in the field of freshwater fish cultivation. Pringsewu Regency is an agricultural area with an economic structure still dominated by the agricultural and fishing sectors. However, the agricultural sector in Pringsewu Regency is still unable to eradicate poverty and has not been able to improve the prosperity of the Pringsewu community because in each sub-district the poverty level is still quite high. Poverty occurs because there is a gap between urban and rural areas. Therefore, there is another sector that the Pringsewu Regency government is looking at to improve the lives of the people of Pringsewu, namely by developing villages based on the Minapolitan area. Based on Law of the Republic of Indonesia No. 26 of 2007, Article 26 explains that "rural spatial planning is part of the regency's regional spatial planning, which is prepared as an instrument for space utilization to optimize agricultural and fishing activities in the form of minapolitan areas."

Meanwhile, much research has been carried out on the Minapolitan area, where improving Minapolitan development strategies can be realized by increasing products and productivity by increasing the quality and quantity of production facilities, diversifying products for developing marketing systems, preserving environmentally friendly harvest systems, and improving cultivation systems to increase business opportunities. Other strategies resulting from this research are improving control of production activities, developing infrastructure as an effort to increase the multiplier effect, increasing process units by increasing supervision by the government, and increasing levels of income and wealth by increasing opportunities for business absorption and employment in the community. Apart from that, there is also the development of ecotourism in the Minapolitan area, where improvements to facilities and infrastructure supporting ecotourism, such as adding games and educational facilities, can increase the attractiveness of ecotourism and provide training, especially for local communities, to better understand Minapolitan-based ecotourism. Through the implementation of this strategy, it is hoped that ecotourism can be developed progressively and sustainably (1,2).

Meanwhile, research by Handayani et al. (2022) stated that the development strategy for the Minapolitan area includes owning land, abundant water availability, a workforce to increase production to meet the high demand for fish, and optimizing the role of the community. The Minapolitan area itself is a national government program. In accordance with Ministerial Regulation No. 12 of 2010, 223 districts and cities in Indonesia have been designated as minapolitan areas. Minapolitan is part of the region, which has a main economic function consisting of production centers, processing, marketing of fish commodities, and other activities. As development progressed, the Minapolitan area was determined to be 179 districts with 202 locations divided into 145 cultural fisheries-based areas and 57 capture fisheries-based areas. This has been stipulated in Ministerial Regulation No. 35 of 2013.

The development of Pringsewu as a minapolitan area is in accordance with Pringsewu Regency Regional Regulation No. 02 of 2012, Part 2 of Policy and Strategy, Article 7 Letter G, which explains that the spatial planning policy in Pringsewu Regency is in the form of developing agropolitan and minapolitan potential. This is because the fisheries potential is quite potential for cultivation development. Pringsewu is one of the districts in Indonesia that has potential in the field of freshwater cultivation. Pringsewu Regency is a center for freshwater fisheries cultivation that meets the demand for freshwater fish in Lampung Province. This pond cultivation has great potential, considering that the majority of the Pringsewu Regency area is land crossed by large rivers, and the people of Pringsewu, especially the Pagelaran District, are known for their livelihood as freshwater fish cultivators. One of the important aquaculture commodities in Pringsewu Regency, especially in Pagelaran District, is gourami fish. Besides gourami, there are other commodities such as goldfish, tilapia, catfish, and catfish. This is in line with research that the Minapolitan area must have fisheries potential and fisheries resources both in terms of fisheries areas, availability of infrastructure, fish resources, fisheries human resources, fishing facilities, availability of cultivation land, markets, processing, institutions, and openness. Fishery product export market opportunities (4).

Pagelaran District, as the center for the largest fish ponds, is almost evenly distributed in all Pagelaran Districts, such as Sukawangi, Sukaratu, Pagelaran, Lugusari, Pamenang, Gumukmas, Gumuk Rejo, Panutan, Patoman, and Karangasari, so that the fish supply in these areas is very abundant and the economy of Pagelaran District continues to increase. The increase in Pringsewu District income is due to the amount of fish production in Pagelaran District continuing to increase every year. This increase was due to fish farmers switching from cultivating goldfish and catfish to gourami, partly because the selling price of gourami was higher compared to other freshwater fish. This can be seen from the development of production numbers and selling prices of fish each year in the following table:

Table 1. Development of Fish Production in Pringsewu Regency 2016-2020

Year	Production (tons)			Price Level (Rp/Kg)		
	Mas	Gurame	Lele	Mas	Gurame	Lele
1	2	3	4	5	6	7
2016	2.225,20	35,60	1.053,30	14.000	18.000	10.000
2017	2.158,70	39,80	1.651,30	16.500	20.000	14.500
2018	4,615,86	306,58	1.392,59	18.000	25.500	15.000
2019	1.761,47	434,87	1.712,00	20.000	30.000	18.000
2020	1.606,90	3.76,48	2.567,32	25.000	35.000	20.000

(Source: Pringsewu Livestock and Fisheries Service, 2020)

Based on the table of production development and pond area in Pringsewu Regency, it is explained that the price of gourami fish has increased from year to year. This is what makes the income of Pringsewu Regency, especially Pagelaran District, continue to

increase. The development of fisheries-based economic development carried out by the Pringsewu Regency Government by developing the Minapolitan concept is expected to enable the development of the fisheries sector to be implemented in an integrated, efficient, high-quality, and accelerated manner. However, in reality, the Minapolitan program in Pagelaran District is still not optimal. According to the Head of Pagelaran Subdistrict, in an interview via telephone on Friday, September 21, 2018, "Pringsewu Regency is still constrained by the limited knowledge of the local community about the Minapolitan area; the level of participation in the development of the Minapolitan area is still not at the desired target; the expected community participation is still lacking because some people have not really understood community participation in village development, especially through the development of the Minapolitan area in Pagelaran District."

The success of development cannot be separated from community participation, or what is better known as community participation. People currently think that the only person who plays an important role in the success of village development is the local government. In fact, a balanced relationship between the government and the community is not just a manifestation of the implementation of regional autonomy but a relationship model that is a demand for the community's needs to build good governance so that regional development progress and community welfare, especially in rural areas, will be achieved, which will have implications for economic growth in Pringsewu Regency.

Meanwhile, much research has been conducted on community participation, where regional autonomy is designed to increase community participation (5). Meanwhile, other research states that there is a clear gap between environmental protection and community involvement for sustainable community development (6). Other research states that the strategy for managing community participation in the implementation of political and economic regional development has not been running well, apart from budget limitations so that development implementation is not optimal, also because the level of community participation in each sector can be said to be low, this is caused by the emergence of community apathy towards participate in every stage of development (7).

In reality, the community in Pagelaran District is considered to be still passive in various village planning activities, especially in developing the Minapolitan area. The community's dependence on the government to implement development activities is an obstacle to realizing active community participation. This is certainly a challenge for the Pringsewu Regional Government in developing the Minapolitan area. Fishing activities in rural areas are difficult to develop due to limited facilities and infrastructure. This is important because whether fish cultivation is successful or not requires supporting facilities and infrastructure. The availability of facilities and infrastructure to support the production process, such as guaranteeing sufficient water and the availability of production supporting machines, as well as the inadequate quality of road infrastructure to the pond location, are also obstacles for the community.

Apart from facilities and infrastructure, another problem is that the quality of human resources is still relatively low; some cultivators do not have adequate knowledge and skills in developing fisheries businesses; besides that, there are many urbanization processes that are not controlled by village communities in Pagelaran sub-district, so that the existing human resources in The quality of the village is not very good, even though, based on the 2017 Pagelaran Village monograph, it is explained that the majority of education in Pagelaran Village can be said to be quite good because they have had compulsory schooling for 9 years. This can be seen in the following table:

Table 2. Population of Pagelaran Village, Lugusari Village, Panutan Village based on Education Level, 2020

Education Level	Pagelaran Village (Soul)	Lugusari Village (Soul)	Panutan Village (Soul)
Elementary school graduate	1.021	741	433
Middle/Junior High School graduates	1.120	587	1.002
High school/high school graduates	1.745	790	970
Academy Graduates (D3-D4)	123	21	73
Bachelor graduates (S1-S3)	79	36	136

Source: Pagelaran Village Monograph, Lugusari Village, 2020

From the table, it is explained that the level of education in Pagelaran Village is dominated by high school graduates, namely 1,745 graduates and 1,120 junior high school graduates. This means that Pagelaran Village at the educational level can be said to be good, but people who have potential prefer the urbanization route so that this occurs. the gap between rural and urban areas, which creates poverty in rural areas. Apart from the quality of human resources, there are also other limitations, namely the lack of experts in the field of fish cultivation. This can be seen in the bachelor's graduates (S1–S3), who are still specialized in the field of cultivation. There is also a lack of experts because the level of community participation to take part in development is very low. In development, it is necessary to take part from the community in providing advice and information in Musrenbang related to the development of the Minapolitan area.

As is known, in organizations, human resources are the driving force. Human resources are the main capital for advancing the organization. Of course, human resources need competence in their work, and training is one way to increase competence (8–10).

Another obstacle is the lack of technological support. We all know that in this modern era, all activities require technology, and technology has now become an inseparable part of the production process because it definitely provides convenience and increases cultivation results. Besides that, there are problems. Another thing that arises is the lack of water resources when the dry season arrives. If this happens, it will endanger fish farming because dry land will automatically cause fish farmers to experience crop failure.

This is in line with research that states that modern technological interventions have encouraged commercial agriculture. Besides that, agricultural technology is seen as an important way to get out of poverty in most developing countries (11,12).

Community participation in regional development planning, especially in the Minapolitan area, is very important in order to explore community aspirations and community complaints regarding necessary needs. Apart from that, community participation helps achieve development programs so that the program can run well. Increasing community skills in the field of fish cultivation is related to supporting the development of village economic businesses, which is an important component of development that is oriented towards market forces through community empowerment. This attracted the author's interest in studying community participation in the development of the Minapolitan Area in Pagelaran Pringsewu District/Lampung Province.

METHODS AND SOURCES

This research uses a descriptive method with a qualitative approach. The researcher used a sampling technique to determine the informants. The sampling technique used was purposive sampling, or snowball sampling. The informants in the research conducted by the author are as follows:

Table 3. List of Research Informants

No.	Informants	Amount
(1)	(2)	(3)
1.	Head of Research, Development Bappeda Pringsewu Regency	1 person
2.	Head of the Pringsewu Regency Fisheries Service	1 person
3.	Head of Aquaculture Division and arrest the Pringsewu District Fisheries Service	1 person
4.	PMP Department	1 person
5.	Head of Pagelaran District	1 person
6.	Head of Pagelaran Village	1 person
7.	Head of Lugusari Village	1 person
8.	Head of Panutan Village	1 person
9.	Fish Entrepreneur	2 person
10.	Community Groups	4 person
11.	Public	4 person
Amount		18 person

The author uses primary data directly from informants through observation and interviews, while secondary data can be obtained from documents, archives or other sources relevant to the research problem, namely community participation in the development of the Minapolitan area in Pringsewu District, Pringsewu Regency, Lampung Province. Meanwhile, data collection techniques use interview techniques, observation and documentation studies

DISCUSSION

Community Participation in the Development of the Minapolitan Area

The development of Pagelaran District is directed at fulfilling its function as a center for the development and processing of fishery products, plantations, and mining activities. The review of policies in the Pringsewu Regency spatial plan is seen in the development of urban systems or urban areas, which of course must be directed to be in line with regional development directions in relation to the preparation of Pringsewu Regency Minapolitan strategic area action plans. The development of the Minapolitan area aims to encourage accelerated regional development, with fisheries as the main activity. Increasing community income and welfare is carried out by encouraging village and city linkages and the development of community-based, sustainable, and decentralized competitive business systems and enterprises in the Minapolitan area.

The fish market potential of Pagelaran District is very supportive for both local and regional markets. Based on the potential of the location and its suitability to the requirements, Pagelaran District is designated as a Minapolitan area. However, according to the decision of the Minister of Maritime Affairs and Fisheries number 35/KEPMEN-KP/2013, Pringsewu Regency is not yet registered as a Minapolitan area, so in this case, the Fisheries Service is government institutions in Pringsewu Regency, which of course have an obligation to fight for Pringsewu Regency to be designated as a Minapolitan area. Pringsewu Regency, especially Pagelaran District, has met the requirements of the Minapolitan area in general. Here are some of the requirements, including:

1. Have suitable land resources to develop fisheries commodities that can be marketed or already have a market (leading commodities); the development of the area does not only involve fisheries cultivation activities but also activities in upstream and downstream businesses.

2. Has several adequate business infrastructures to support the development of the fisheries business system, including:
 - a) markets, whether fishery product markets, fishery equipment markets, fishery machine tools, or services;
 - b) financial institutions;
 - c) have a fish cultivator institution (group, cooperative, association);
 - d) fisheries extension center (BPP).

Based on several conditions determined, Pagelaran District meets the criteria as a metropolitan area because of its potential in the form of large areas of land and superior commodities in almost every village in Pagelaran District. This is shown by the following data:

Table 4. Distribution of Potential, Land Utilization, and Production Per Fish Commodity in Pringsewu Regency in 2020

No	District	Potential (Ha)	Utilization		Production (tons)				
			(Ha)		Mas	Lele	Patin	Gurame	Nila
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	
1.	Pagelaran	576	300.5	1,233.18	2,315.14	163.07	189.63	129.84	
2.	Pagelaran Utara	42	21.5	186.48	44	-	23.45	6.3	
3.	Pringsewu	90	46.25	170.88	195.19	11	81.7	33.25	
4.	Sukoharjo	24	12	18.13	159	7	42.17	16	
5.	Pardasuka	47	15.5	7.5	93.14	3	21.73	-	
6.	Gadingrejo	83	41.5	9	256	8	89.05	12.51	
7.	Adiluwih	27	6.35	3.21	54	5	21	4.42	
8.	Ambarawa	79	29	5	301	7	33	3	
9.	Banyumas	55	29	85.01	197.73	44.7	30	13.98	
Total		1023	501.6	1718.38	3623.19	248.77	531.73	219.3	
Total production		6.341.37							

Source: Pringsewu District Fisheries Service, 2020

Based on the table above, it is known that fisheries production in Pringsewu Regency is mostly produced through freshwater cultivation. From this data it can be seen that Pagelaran District has the largest fish production center in Pringsewu Regency, namely 129.84, in accordance with the RTRW direction. Pringsewu Regency, Pagelaran District is designated as an area. Minapolitan in developing freshwater fish cultivation, but over time the Pagelaran subdistrict area has expanded into two, namely Pagelaran and North Pagelaran subdistricts. Through a study of the development of the Minapolitan area, the central location or core location of the Minapolitan area has been determined, namely that there are 18 villages in Pagelaran District and 1 village in Pagelaran Utara District. The villages that are the location of the Minapolitan area and the superior commodity products found in the Minapolitan area can be seen in the following table:

Table 5. Production Center Villages, Land Potential, and Production per Type of Fish in Pagelaran District in 2020

No	Village	Potential of the Land (Ha)	Used (Ha)	Production/type of fish (tons)					
				Mas	Lele	Patin	Gurame	Nila	Amount
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
1.	Bumi Ratu	14	7.5	28.8	36	0	3	3	70.8
2.	Pamenang	9	4.5	31.2	7.2	0	1.5	0.75	40.65
3.	Pasir ukir	10	5	16.8	36	31.2	3	3	55.05
4.	Panutan	38	20	90.2	57.6	0	3	6	185
5.	Karang sari	23	12	57.6	43.2	31.2	3	1.5	109.8
6.	Patoman	48	23	28.8	93.6	31.2	3	1.5	158.1

No	Village	Potential of the Land (Ha)	Used (Ha)	Production/type of fish (tons)					
				Mas	Lele	Patin	Gurame	Nila	Amount
7.	Gemukmas	25	13	28.8	93.6	0	4.5	6	132.9
8.	Gemuk Rejo	35	18.5	67.2	93.6	0	7.5	7.5	175.8
9.	Pagelaran	125	66	278	288	31.2	9	9	615.2
10.	gemah ripah	8	4	19.2	14.4	0	0.75	2.25	36.6
11.	Wayngison	28	15	98	28.8	0	6	3	133.8
12.	Lugusari	123	65	307.2	331.2	78	13.5	1.5	731.4
13.	Sukaratu	30	16	96	43.2	0	6	3	148.2
14.	Sukawangi	21	10	9.6	14.4	0	0	0	24
15.	Candi Retno	28	15	28.8	57.6	0	18	6	110.4
16.	Tanjung Dalam	11	6	19.2	28.8	0	6	0	54
17.	Fajarbaru	9	5	28.8	57.6	0	18	6	110.4
18.	Padangrejo	-	-	-	-	-	-	-	0
19.	Pujiharjo	-	-	-	-	-	-	-	0
Total		585	305.5	1232.2	1267.3	171.6	89.25	56.25	2816.5

Source: Pringsewu District Fisheries Service, 2020

From the data above, it shows that 585 hectares of the 305.5 hectares of land in the Pagelaran District have potential land used for fisheries, all of the production center villages are in an area that is connected to one another, and is located at a maximum distance of seven kilometers from the sub-district center. All villages in Pagelaran District have their own superior commodities, the latest developments regarding fish production from the Lugusari, Pagelaran, Gumukrejo, Patoman village production centers have the highest level of fish production among other villages in Pagelaran District. This village has a superior commodity in the form of goldfish in Pagelaran Village, Lugusari Village has a superior commodity of catfish, Gumukrejo Village has catfish and Patoman Village has a superior commodity in the form of gourami fish.

Implementing Minapolitan development is a very important thing to do as a form of effort to increase the progress of results from the Minapolitan area, both from the hatchery process to fish sales. This progress will have a big impact on the welfare of the community, especially fish farmers. Basically, the formation of the Minapolitan area is for the welfare of the people of Pringsewu Regency. However, of course, in implementing the development of the Minapolitan area in Pringsewu District, apart from efforts through activities carried out by the Fisheries Service, Bappeda, sub-district heads, sub-district heads, fisheries entrepreneurs also need community participation in its implementation. Mr. Yusuf said that training had been carried out for the community to develop the Minapolitan area. In implementing the development of the Minapolitan area, it was not seen from training alone but there was an approach, namely community participation, which must be taken into account, including several dimensions that needed to be considered, namely community participation in decision making, involving the community in implementation, participating in the community in utilizing the results, participating in the community in evaluating the development of the Minapolitan area.

Forms of Community Participation

1. Involve the community in decision making

The first dimension is community participation in decision-making, which means one approach that can be taken in developing the Minapolitan area is by involving the community in every development activity. In this dimension of community participation in decision-making, the Fisheries Service involves the community in preparing a master plan for the development of the Minapolitan area in Pagelaran District, preparing a master plan to determine regional development policies in the form of selecting potential locations, realizing linkages between activities that utilize space, regional

development strategies, and development programs that will be planned within a certain period of time.

Thus, it can be concluded that community participation in activities can influence decision-making. This is in line with research that states that community participation plays a role in decision-making. For example, in development, efforts to attract the community to participate are carried out in the form of workshops to introduce the interests or issues that will be discussed (13). Another example is research that states that community participation is very important for sustainable tourism development and is important as a strategy in tourism development (14–17).

2. Involve the community in implementation.

The second dimension is community participation in the implementation. Forms of community participation in the implementation or implementation of the development of the Minapolitan area include, among other things, providing support for the development of strategic public facilities and infrastructure for each fisheries cultivation as well as the need for community participation in the maintenance and development of facilities and infrastructure. Infrastructure is built based on an agreed program based on a mutually agreed program in order to facilitate systems and business interests as well as realizing the goals and objectives of developing the Minapolitan area as well as establishing a one village, one type of program for fish-cultivating villages. It cannot be denied that infrastructure is important for an activity, including the development of the Minapolitan area (18).

The conditions in each village have unique characteristics of cultivation between each village, so the aim of determining the type of fish is carried out to provide encouragement for the community to be able to manage and develop types of fish that are in accordance with the potential that exists in each village in the Minapolitan area and have been designated as superior types from each village in the Minapolitan area. Indicators that emerge for developing the Minapolitan area in the dimension of community participation in implementation are getting involved by contributing energy and getting involved by contributing money.

3. Involve the community in utilizing the results

The third dimension is community participation in utilizing the results. The development of the Minapolitan area in Pagelaran District has contributed to increasing additional income for the community, although it has not yet become a priority business for the community, which predominantly works as farmers in rice fields and gardens. In maintaining and preserving the natural and cultural potential that is still strong, the determination of Pagelaran District as a fish production center has an impact on the livelihoods of the local community. The obstacles faced by the community are factors that influence community participation in the development of the Minapolitan area in Pagelaran District.

It cannot be denied that there are obstacles to utilizing the results, such as research that states that there are obstacles to utilizing the results, including a lack of business capital and group participation (19).

The increase in superior village products determined by the regional government program in determining and distributing the existing cultivation potential in each village in Pagelaran District is able to have a big effect, namely being able to motivate and stimulate the community so that the community is motivated to improve the quality of the villages that have been determined in their respective cultivation areas.

As with research, which states that in development, the community is placed as the object of development, attention is also needed to be able to improve the condition of the community to be able to assist in development or program implementation. Apart from that, active community participation is an important process in sustainable development (20–22).

In the role of cultivation to improve the community's economic efforts, it also contributes to the community's ability to maintain natural conditions and makes Pagelaran District an area with the aim of being a fish production center. The development of the Minapolitan area in Pagelaran District is very helpful for people's income. Community income is received from the results of fish cultivation and from superior products in the Minapolitan area. The improvement of the community's economy in Pagelaran District previously depended heavily on agricultural and plantation products, but the development of the Minapolitan area has had a very positive impact on the community so that it can provide income. additional benefits for the community as well as becoming a home industry business to increase community income, village community income, and cultivator family income increased by at least 5% in the Minapolitan area because the business network of cultivators and cultivator groups was formed and active in the Minapolitan area. Indicators that appear to develop the Minapolitan area in the dimension of community participation in the utilization of the results are fish farming business activities, fisheries economic groups, and aquaculture group activities.

CONCLUSION

Based on the results of the research and discussion in the previous chapter, the following conclusions can be drawn:

1. The level of community participation in developing the Minapolitan area in Pagelaran District is quite high, especially in improving the economy for the community.
2. Forms of community participation in the development of the Minapolitan area are as follows:
 - a) Involve the community in decision making;
 - b) Participate in community implementation;
 - c) Involve the community in utilizing the results.

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