

THE BEST MODEL GOVERNMENT BASED ON TRUSTEESHIP GOVERNANCE (STUDY CASES: BOJONEGORO DISTRICT)¹

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Abstract: *Transformative governance and good leadership will form a strong government. In establishing and realizing governance Indonesia, it takes a leader who is able to realize the goals that had been expected. Research conducted by the case study method. Observation, library research, and in-depth interviews conducted for one year, January to December 2015. Bojonegoro district governs selected by a successful development (Suryaningsum, et al 2015). In this research will be explained Bojonegoro District governs, with its government focus based on trusteeship.*

This research result is trusteeship governance. A leader is someone who actively makes plans, coordinate, conduct experiments and leading the work to achieve the goal together. Suyoto, the regent of Bojonegoro is one of good regional leaders in Indonesia. Good government, based on trusteeship governance according to Suyoto based Islamic spirit. Human values are beautiful in Islam. Suyoto leadership is based on the hadith by Auf Ibn Malik. Bojonegoro can rebuild itself under Bupati Suyoto control by applying democratic and transparent system, with some sustainable development pillars as an effort to transformative government governance succeed. Suyoto stated that democratic system today is about the two sides' communication and Scharmer claimed that Bojonegoro is the best governance role in the world. Scharmer said that democracy in Bojonegoro uses "eco" approach rather than "ego". Suyoto applied democratic system in Bojonegoro, where the people are free to state their aspiration. He also opens a routine public dialogue in every Friday after finished Friday praying in hall of his official residence. This dialogue has been started since 2008 as his governing began. Everyone can join, usually about 500 guess come, and the local radio station broadcast this dialogue live.

Keywords: *Bojonegoro District, Transformative Government Governance, trusteeship based*

A. INTRODUCTION

Generally, governance has similar basic rule and legislation as standard regulations in governing. However, the leader in each region has his own way to govern and apply the rule also legislation. He has certain innovation and

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creativity in applying the regulation that has already exist. The certain innovation and creativity also be adjusted to the people's characteristics in each region, so that the leader can be accepted by the people and the program that has been planned can be done well together with the support of the citizens (Suryaningsum, *et al.*, 2016a).

The interesting phenomenon today is how the region leader success to bring the citizens to be wealth and independent. The governing model that is applied in Bojonegoro is based on trusteeship. It is also interesting to deal with the leader's way to involve all of the people directly into each governance activity. In this writing, the regent that will be discussed is Suyoto, Bojonegoro Regent. (Suryaningsum, *et al.* 2015a), Suyoto, the regent of Bojonegoro is one of good regional leaders in Indonesia. He was able to implement a democratic system in Bojonegoro as an effort to succeed good government governance.

The innovation of Suyoto has succeeded to rebuild Bojonegoro to be as good as today. The central government of Indonesia also appreciate Suyoto's competency in applying good governance principles (Suryaningsum, *et al.*, 2014a). Here Bojonegoro proves that this region able to grow and transform as a democratic region. Bojonegoro becomes one of some barometers for another region in Indonesia, also in the world. It applies democratic system, with pro-people-policies that always open and transparent (Scharmer, 2013).

Transformative governance and good leadership will form a strong government. Good leadership is transformative leadership, therefore, will be presented on the theory of transformative leadership.

The governance phenomenon is discussed in background of study. The discussion topic of this writing is Suyoto, Bupati Bojonegoro, as one of successful regents, to lead Bojonegoro as wealth and independent region. Organization of the article is includes introduction, literature review include transformative government governance and the theory of transformative leadership, research method, result and discussion, conclusion and future research agenda, reference, and acknowledgment.

B. TRANSFORMATIVE GOVERNMENT GOVERNANCE & TRANSFORMATIVE LEADHERSHIP

In entering the era of the all-free system that is free and open economy required a more complex management of the government, which has implications for the increasing needs of the practice of good government governance (Dyah, R. 2012). Padmo (1983), in his book 'Indonesia Negara Berdasarkan Atas Hukum' at length had peeling and basic philosophy as well as a starting base that must be used in the development of Indonesia's national law. The task of government regarding local government at this time there are five things to do:

1. Government, consisting of arrangement, enhancement of local communities.
2. State administration, which is carried through development rather than the local bureaucracy.
3. Maintenance of household area, which is done through development rather than maintenance departments as well as local enterprises.
4. Rescue and preservation of the environment.
5. Regional development, which is done by BAPPEDA and Propeda.

In order to implement the good government governance, need to consider the basic principles that guide the regional administration. In general, the basic principles of good government governance consists of five things, namely; effectiveness, fairness, participation, accountability, also transparency (Basri, 2007). Macinko, J., *et al.* (2003) mentions four important matters of basic principles of good government governance, which are:

1. Fairness: Protecting the interests of society and all other stakeholders of contrary to regulations.
2. Transparency: Increase transparency (disclosure) of local government performance regularly and on time (timely basis) and right (accurate).
3. Accountability: Creating an effective monitoring system is based on the distribution and balance of power (distribution and balance of power).
4. Responsibility: Governments have a responsibility to comply with the laws and regulatory requirements including responsive to the public interest.

Azra (2006) stated that in addition there are several other principles introduced by legal experts and international management, among others:

1. Morality: Governments and all individuals in the government must uphold morality, in principle it contains elements of honesty, social sensitivity and responsibility of the individual.
2. Reliability: In the principles of good governance government also contained elements reability, for which the government / local organizers are required to have the competence and professionalism in the administration of local government.
3. Commitment (commitment): Local authorities / regional administration required to have a full commitment to constantly improve the value of the area, and work to optimize the value of the regional administration.

According that Barker (2000) and Hara, (2001) stated that good government governance is about the processes for making and implementing decisions in good democracy cultural. It's not about making 'correct' decisions, but about the best

possible process for making those decisions. Cited from goodgovernance.org.au, good governance is important for several reasons. It not only gives the local community confidence in its council, but improves the faith that elected members and officers have in their own local government and its decision-making processes. It also leads to better decisions, helps local government meet its legislative responsibilities and importantly provides an ethical basis for governance. Benefits of good government governance such as:

1. Promotes community confidence: People are more likely to have confidence in their local government if decisions are made in a transparent and accountable way. This helps people feel that local government will act in the community's overall interest, regardless of differing opinions.
2. Encourages elected members and council officers to be confident: Councillors will be more confident that they are across the issues, that they can trust the advice they are given, that their views will be respected even if everyone doesn't agree with them, and that the council chamber is a safe place for debate and decision making. Officers will feel more confident in providing frank and fearless advice which is acknowledged and respected by councillors.
3. Leads to better decisions: Decisions that are informed by good information and data, by stakeholder views, and by open and honest debate will generally reflect the broad interests of the community. This does not assume that everyone will think each decision is the right one. But members of the community are more likely to accept the outcomes if the process has been good, even if they don't agree with the decision. They will also be less tempted to continue fighting or attempting to overturn the decision. So even the most difficult and controversial decisions are more likely to stick.
4. Helps local government meet its legislative responsibilities: If decision-making is open and able to followed by observers, it is more likely that local governments will comply with the relevant legal requirements. They will also be less likely to take shortcuts or bend the rules.
5. Supports ethical decision making: Good governance creates an environment where elected members and council officers ask themselves 'what is the right thing to do?' when making decisions. Making choices and having to account for them in an open and transparent way encourages honest consideration of the choices facing those in the governance process. This is the case even when differing moral frameworks between individuals means that the answer to 'what is the right thing to do' is not always the same.

Good governance and good leadership will form a strong government. Good leadership is transformative leadership, therefore, will be presented on the theory of transformative leadership. Leadership are authentically transformational when

they increase awareness of what is right, good, important and beautiful. When they help to elevate followers' needs for achievement and self-actualisation, when they foster in followers higher moral maturity and when they move followers to go beyond their self-interest for the good of their group, organisation or society, according to Simon Western, 2008: 22.

The leader is to influence the process in determining the organizational objectives, motivate followers to achieve the objective behavior, influence to improve the group and its culture. It also affects the interpretation of the events of his followers, organizing and activities to achieve the target, maintaining support and cooperation from people outside the group or organization. James MacGregor Burns stated that a transformational leader motivates subordinates to do a great responsibility.

A transformational leader must be able to define, communicate and articulate the organization's vision, to a subordinate (Venkat R. Krishnan and Ekkirala S. Srinivas, 1998: 4). Transformational leaders also have the ability to match the vision of the future with his subordinates, and heightens the need for subordinates. According to Yammarino and Bass (1990) found that transformational leaders must be able to persuade subordinates perform duties beyond their own interests for the sake of a larger organization. Yammarino and Bass (1990) also stated that transformational leadership articulates the vision of the organization's future realistic, stimulating subordinates in a way that intellectual property, and paying attention to the difference which is owned subordinates.

Thus as disclosed Tichy and Devanna (1990), where leaders have a transformative effect a transformation both at the organizational level or at the individual level. Proses kreatif diungkapkan oleh Gerard J. Puccio dkk dengan ungkapan: *By deliberate creativity we mean taking a proactive approach toward the production of novel and useful ideas that address a predicament or opportunity* (Gerard J. Puccio, Mary C Murdock and Marie Mance, 2007). Transformative leadership must be *curious, energetic, experimenting, independent, industrious, flexible, open minded, original, playful, perceptiveness, questioning, risk taker, self-aware, and sensitive*. (Gerard J. Puccio, Mary C Murdock and Marie Mance, 2007: 8).

RESEARCH METHOD

Research conducted by the case study method. Observation, library research, and in-depth interviews conducted for one year, January to December 2015. Bojonegoro district governs selected by a successful development (Suryaningsum, et al 2015). According to earlier research by Suryaningsum, et al 2015, Bojonegoro is a research object, the one of Bojonegoro district government's successions is in poverty alleviation. Financial deficit that happened in 2008 was because the government should pay the debt of the previous government to run the big project.

In Suyoto's early period, the focus was to pay the debt, and it finally paid at 2012. The priority scale of cost was really tightened. Suyoto's government tried to postpone infrastructure development that was not really related to the citizens' richness or non-insistent, such as the rehabilitation of government's building, and others (Suryaningsum, at al 2015). The earlier research of Suryaningsum, at al 2014a, 2014b, chose Bojonegoro as the research object, because Bojonegoro got 18 awards in 2014. Its Regent was awarded as innovative regional leader of the Sindo newspaper in 2014.

At the first time Suyoto served as Bojonegoro Regent, he realized that the level of citizens' reliance toward the previous government was low, because of there were some problems in the bureaucracy. Since then, Suyoto tried to do a significant change of governance / bureaucracy, to reach a better government with the hope that the citizens could respect and support them again.

RESULT AND DISCUSSION

Transformative Government Governance Based on Trusteeship Governance

Transformative government governance is based on trusteeship governance according to Suyoto based Islamic spirit. Human values are beautiful in Islam. Suyoto leadership is based on the hadith. 'Auf Ibn Malik: I heard Rasulullah SAW stated:

عَلَيْهِمْ وَيُصَلُّونَ عَلَيْكُمْ، وَشَرَّارُ أُمَّتِكُمُ الَّذِينَ تُبَغِضُونَهُمْ وَيُبَغِضُونَكُمْ خِيَارُ أُمَّتِكُمُ الَّذِينَ تُحِبُّونَهُمْ وَيُحِبُّونَكُمْ، وَتُصَلُّونَ
مَكُونُوا عَلِيًّا مَهْتُونَ عَلِيًّا،

"The best leader is the one who loves and be loved by the people, who prays and be prayed. The worst leader is the one who hates and be hated, who curses and be cursed by the people."

In these last 8 years, Suyoto as the Regent of Bojonegoro has tried to be a leader who governs based on trusteeship. He carries out a big task to rearrange society social system, such as education, healthiness, economy, and others. A leader should be wise in deciding policies. He has to be a good precise man in leading. When a leader makes some mistakes, as the consequence, he will be hated by the people. Logically, it is nor hard to a leader who is loved by his people. However, in the boundary of implementation, it will be that complicated. Since then, Kang Yoto as Bojonegoro Regent always tries to reach the successfulness to be respected by his people. The way that he did is to always hears people's lamentation then gives best solution, directly or not. Sometimes Suyoto comes to remote places in 430 villages, directly by riding motor trail, or by having communication through information technology, because he is mastering information technology. It is no wonder in two periods of his governance, Suyoto is respected by his people, even more he gets so many praises by them.

Social value that has been applied by Suyoto in governing Bojonegoro becomes inspirational value for Bojonegoro society. The good leader put his seat of emotions consciousness higher than his senses/physicals consciousness. As multidimensional creature, man has consciousness level, and the highest consciousness level is "seat of emotions consciousness". The lowest consciousness level is senses/physicals consciousness, because in this consciousness there are the limitation of place and time.

In governing Bojonegoro, Suyoto applies non-collusion, corruption and nepotism system. He is realizing that a bad bureaucracy started from unwise leader in maintaining district's finance that should be used for the citizens' richness, but sometimes it is mistakenly used to enrich the individual. Government's stakeholders are chosen people who have responsibility to be the servant of citizens, so they should be reactive toward their lamentations and willingness. The integrity of Bojonegoro government has been formed through interactive dialogue, accepting proposal, criticism, and lamentation via text message and also social media. These are some ways of Bojonegoro government in applying trusteeship principle, to be accountable, transparent, democratic and equitable.

Suyoto's communication way could figure out the hope, willingness and demand of Bojonegoro citizens (Demand Driven), as the base of programs determining, SKPD activity including its estimation. Hopefully, the estimated plans might be done effectively, efficiently and accurate on its aim. Suyoto also proposes public interests rather than communal or individual interests. He build horizontal communication toward all of his people, believes that the sovereignty is the citizens itself, and the regent and his stakeholders are the servants.

LEADER OF GOOD GOVERNMENT GOVERNANCE.

In establishing and realizing good governance Indonesia, it takes a leader who is able to realize the goals that had been expected. Cited from *ekonomikrea.blogspot.co.id*, a leader, both in public and private sectors, need to continue to familiarize themselves to feel obligated to hear (*luisterplicht*) what is said by people who have the right to speak (*sprekrecht*). Participation or community participation is one of the main pillars of good governance and sustainable development, especially in guarding and realizing a good government, people groups led by a people who are reliable and capable of carrying and changing the paradigm of society toward the good, and capable create a good government anyway (Matondang, 2008: 76).

Pandji Anoraga (2008: 13), the leader is the core of management. This means that the management objective will be achieved if there is a leader. Leadership can only be undertaken by a leader. A leader is someone who has the leadership skills, have the ability to affect the opinion of the person or group of people without asking reasons. A leader is someone who actively makes plans, coordinate, conduct

experiments and leading the work to achieve the goal together. Suryaningsum, *et al.* (2016c), Suyoto, the regent of Bojonegoro is one of good regional leaders in Indonesia. He was able to implement a democratic system in Bojonegoro as an effort to transformative government governance succeed.

Suyoto creative democratic in Bojonegoro version. This democratic in Bojonegoro will be done in Friday, 14.00 pm until 16.00 pm. Suryaningsum, *et al.* (2015b), Suyoto is likened to Harun Al Rasyid in Abasiyah era. The people are always welcomed to deliver and express their suggestions even complain on everything to him. Cited from kompasiana.com, "Demokrasi ala Bojonegoro", Suyoto applied democratic system in Bojonegoro, where the people are free to state their aspiration. He also opens a routine public dialogue in every Friday after finished Friday praying in *hall* of his official residence. This dialogue has been started since 2008 as his governing began. Everyone can join, usually about 500 guess come, and the local radio station broadcast this dialogue live (Suryaningsum, *et al.*, 2015c).

The leadership style of Suyoto succeeded to make him recorded into "Leading By Emerging Future" book, by Otto Scharmer (2013). Scharmer stated that social changes in Bojonegoro is caused by economic and democratic development, and represents 4D government role, *direct, dialogic, distribute and digital*.

Suyoto stated that democratic system today is about the two sides' communication and Scharmer claimed that Bojonegoro is the best governance role in the world. Scharmer said that democracy in Bojonegoro uses "eco" approach rather than "ego". In this approach, Suyoto propose four points as the leader's pillars. First, *gain mightiness through easy way*. The real key in politic is trust, not money politics. It means that the more trusted easier to get citizens' attention. The credibility of leader can be obtained by having direct contact with the people, by communicating, listening their problem, formulating solution, and keeping integrity and intensity of communication with them. Second, *democracy management*. The example of democracy management by Suyoto is always regards the competitors as friends, together as one for the better future of Bojonegoro. It is a taboo for them to say "it is not my responsibility", there will no "there is no money", is a prohibition to grumbling or moaning, always try to do the best, and do not corrupt. It constructs the spirit of eco system for Bojonegoro's stakeholders. Third, *how to implement eco system based administration*. Suyoto has certain mechanism to keep in touch with the people by making dialogue, conducting field survey, giving the contact of all stakeholders and Suyoto himself, as a direct access for them to convey their problem. By applying this mechanism, there will be no conflict between citizens and government and the process of co-creating and productive dialogue to solve problem and also Bojonegoro will be independent and wealthier. Fourth, *spiritual transformation*. Spiritual transformation according to Suyoto means self connection toward society and nature. Spiritual is the base of ego system,

because of this a human should have self-management. He defines about spiritual transformation through one of surahs in Al Quran, al-fatihah (Otto Scharmer, 2013) in (Suryaningsum, 2016b).

CONTINUOUSLY AND SUSTAINABLE DEVELOPMENT OF BOJONEGORO

In governing, Suyoto applies six pillars for the development of Bojonegoro. Hopefully these pillars can be done continuously and sustainable. These six points are stated in his power point entitled "Bojonegoro: Melawan Kutukan Sumberdaya Alam, Wujudkan Pembangunan Berkelanjutan" and also cited by *bojonegorokab.go.id*, First, *economic development*. Suyoto wants to increase Bojonegoro community income to achieve the continuously and sustainable wealth and happiness. In terms of un-renewable source such as oil and gas, Suyoto hopes that Bojonegoro people have a chance to explore and exploit it. Second, *environment*. The economic activity needs good and health environment as support. Bojonegoro has complex problem of water, and today, the problem of pollution also is increasing because of the increase of economic activity. Third, *human and social resource*. The transformation of agricultural sector into another sector needs human and social resource. The stable social situation and qualified human resource support the development of Bojonegoro. Fourth, *sustainable fiscal policy*. The increasing income of Bojonegoro comes from sharing profit of oil and gas and also participating interest. However, Bojonegoro has some problems from these two sources of increasing income. Fifth, *governance pillar*. Bojonegoro tries to apply smart, good and clean governance. Bojonegoro applies bureaucracy reformation and utilization of local officials. The management of bureaucracy system develops following public dynamic. Sixth, *transformative leadership*. Transformative leadership spread into politic, social, business and bureaucracy fields, it changes, develops, and maintains sustainably.

CONCLUSION

In order to implement the good government governance, need to consider the basic principles that guide the regional administration. In general, the basic principles of good government governance consists of five things, namely; effectiveness, fairness, participation, accountability, also transparency.

Good governance is important for several reasons. It not only gives the local community confidence in its council, but improves the faith that elected members and officers have in their own local government and its decision-making processes. It also leads to better decisions, helps local government meet its legislative responsibilities and importantly provides an ethical basis for governance.

A leader is someone who actively makes plans, coordinate, conduct experiments and leading the work to achieve the goal together. Suyoto, the regent of Bojonegoro

is one of good regional leaders in Indonesia. He was able to implement a democratic system in Bojonegoro as an effort to good government governance succeed. Suyoto stated that democratic system today is about the two sides' communication and Scharmer claimed that Bojonegoro is the best governance role in the world. Scharmer said that democracy in Bojonegoro uses "eco" approach rather than "ego".

The conclusion of this research is Bojonegoro can rebuild itself under Bupati Suyoto control, by applying democratic and transparent system, with some sustainable development pillars and also Bojonegoro transformation.

Hopefully, by the existence of this writing, about the good governance of Bojonegoro under Suyoto's control can be a role model and be imitated by another districts or areas. The good governance of Bojonegoro has already claimed by Indonesia government and also other governments in this world. By the good governance in every area in Indonesia, hopefully all of the citizens of Indonesia can be independent and wealthier.

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Note

1. This paper is part of research results PUPT 2015-2016, Kemenristek DIKTI RI., about good government governance and poverty alleviation.

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