

**INFLUENCE OF LEADERSHIP CHARACTERS
AND CULTURE ORGANIZATION ON EFFECTIVENESS
IMPLEMENTATION OF PRO POOR POLICY
AT WEST NUSA TENGGARA PROVINCE**

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ABSTRACT

The performance of implementing pro-poor policies below 2% per year shows the effectiveness of implementing pro-poor policies still failing to accelerate the decline in the number of poor people. This problem requires government research in the form of government policy research that is explanatory and confirmatory which explaining the process and results of implementing pro-poor policies by confirming the influencing factors.

The results of statistical testing using logistic linear regression analysis confirmed the influence of leadership character and organizational culture on the effectiveness of the implementation of pro-poor policies in West Nusa Tenggara Province. Partially the character of leadership and organizational culture, each has a positive and significant influence of 55.6% and 23.1%. Whereas aggregately, leadership character and organizational culture have a positive and significant influence of 62% on the effectiveness of the implementation of pro-poor policies. The best model found to improve the effectiveness of pro poor policy implementation in West Nusa Tenggara Province is a character-based poverty reduction model.

The character-based poverty reduction model reinforces the theory of leadership character (Ryaas Rasyid, 2007: 94) even found that besides the character of sensitive and responsive leadership as a personal character that every leader in a government organization needs to have; It also needs to be equipped with two collective characters in each organization that act as implementers of pro-poor policies, that is the character of consistency and partiality to the people.

Keywords : *pro-poor policy, effectiveness of implementation policy, leadership character, and organization culture.*

I. INTRODUCTION

A. BACKGROUND

The problem of poverty continues to increase and is faced by every government globally. Winarno (2008: 134) revealed that the International Labor Organization (ILO) estimated the percentage of poor people below the poverty line

increased from 53.5 percent in 1985 to 54 percent in 1990 in Sub-Saharan Africa; increased from 23 percent to 27.8 percent in Latin America; decreased from 61.1 percent to 59 percent in South Asia and decreased from 15.7 percent to 14.7 percent in Southeast Asia and East Asia

The United Nations (UN) through the Heads of State and Representatives from

189 Countries has agreed on the millennium development goals known as the Millennium Development Goals, MDGs. Bhinadi (2017: 32) explains that one of the Millennium Development Goals (MDGs) that must be achieved in 2015 is tackling poverty and hunger. Alisjahbana (2017: 20) also explained that towards the end of the MDGs era in 2015, the United Nations held a sustainable development conference in Rio de Janeiro, Brazil in June 2012 which produced the future we want document which was instrumental in the emergence of the Sustainable Development Goals, SDGs. SDGs or sustainable development goals are the global development agenda until 2030 which has become a commitment of all countries in the world including Indonesia. One goal is to end all forms of poverty anywhere.

The commitment to end all forms of poverty in the world is a manifestation of the sincerity of every government to be able to immediately overcome it. Because poverty can hinder the realization of a modern state. According to Soewargono (2017: 12) there are three characteristics of a modern state, namely as a welfare state; as an intervention country and as a caring and service provider.

The Indonesian state in its constitution adheres to the principle of welfare state which explicitly in article 34 paragraph (1) of the 1945 Constitution reads "the poor and neglected children are maintained by the state". According to Rustanto (2015: 3) that the handling of the poor is more clarified by the enactment of Law No. 13 of 2011 concerning the handling of the poor where the state has the obligation to fulfill basic needs that are appropriate for the lives of the poor and their families.

Suharto (2005: 50) argues that welfare states are defined as a social welfare system that gives a greater role to the state (government) to allocate a portion of public funds to ensure the fulfillment of the basic needs of its citizens. Social policy is a government regulation that is made to respond to issues of a public nature that is to overcome social problems or meet the needs of many people.

A country's social policies are manifested in the form of government policies that pay attention to the poor groups known as pro-poor policies. According to Indiahono (2009) pro-poor policies (pro poor policy) are defined as the government's partiality to the poor in a consistent, responsive and accountable manner. Mayling Oey, Ismiati Farahnasy and Dinar Dana Kharisma (2007: 47) call it a pro-poor policy which means that policies that support poverty alleviation or more specifically are referred to as policies that aim to support and facilitate the poor to escape poverty.

Prayitno (2010: 101) explained that the implementation of pro-poor policies was realized in the form of a program to improve poverty alleviation or KDP programs as contained in Presidential Instruction No. 5 of 1993 or known as the Inpres Desa Tertinggal (IDT). In 1998 it was further developed into an Integrated Poverty Alleviation Movement or Gerdu Taskin which was established based on Presidential Instruction Number 21 of 1998.

In the era of reformed government, the commitment to poverty reduction was continuously strengthened by the enactment of Presidential Instruction Number 3 of 2010 concerning a Fair Development Program. In the presidential instruction it was stipulated that pro-people programs focus on family-based poverty reduction programs; community empowerment based poverty reduction programs; and poverty reduction programs based on the empowerment of micro and small businesses.

In an effort to accelerate the decline in the number of poor people nationally and regionally, a Presidential Regulation Number 15 of 2010 concerning the Acceleration of Poverty Reduction has been stipulated. Poverty alleviation is a policy and program of the government and regional government that is carried out systematically, planned and synergized with the business world and the community to reduce the number of poor people in order to improve the degree of people's welfare.

Changes in the number of poor people since the era of the new order regime in 1969 - 1997 and 1998 - 2017 in the era of

reform government were not progressive. After a drastic decline from 60 percent in 1969 to 13.70 percent in 1996; increased again due to the monetary crisis in 1997 to 24.20 percent in 1998. Lastly the number of poor people nationally in 2017 still reached around 10.64 percent. Even with the high number of people classified as vulnerable to poverty, if the indicator of poverty is increased according to global standards 2 US dollars per capita per day; then the number of poor people will increase dramatically again. This situation indicates that the output and impact of various policies implemented by the central and regional governments have not had much effect on the decline in the number of poor people.

Zuhdiyaty and David Kaluge (2017: 28) report that poverty rates in several provinces that are still above the national poverty rate (2011 - 2015) include Aceh, South Sumatra, Bengkulu, Lampung, Central Java, DIY, East Java, NTB, NTT, Central Sulawesi, Gorontalo, Maluku, West Papua and Papua. The province of NTB has a high population of mikin.

During the 2009-2013 period the NTB Provincial Government was only able to reduce the number of poor people ranging from 1.03 to 1.88 percent per year. The poverty reduction performance in NTB Province is still not effective enough in progressively reducing the number of poor people.

B. RESEARCH PROBLEMS AND OBJECTIVES

The percentage of poverty in NTB in 2008 reached 23.81 percent, decreasing to 17.97 percent in 2013, so that in the five years of the period 2008 - 2013 the NTB provincial government could reduce poverty by 6.94 percent or an average of 1 percent more per year. Whereas between the period of 2013-2017 the decline in poverty was below one percent per year, resulting in a slowdown in the decline in the number of poor people.

The phenomenon of a slowdown in the decline in the number of poor people occurred in West Nusa Tenggara Province amid an increasing commitment to accelerate poverty reduction through pro-

poor policies. The results of the implementation of the pro-poor policy achieved by the NTB Provincial Government have not been able to significantly reduce the number of poor people. However, the effectiveness of the implementation of the pro-poor policy of NTB Province is better than nationally.

The performance of the implementation of pro-poor policies under two percent per year is a matter of government that shows that the effectiveness of government organizations acting as implementers still fails to achieve the objectives of pro-poor policies to exclude the poor from poverty. The decline that occurred without acceleration (Decresing Without Acceleration).

The role of government organizations in the implementation of development programs will be successful if their leaders are respected and have integrity in the eyes of the community. Similarly, improving the quality of public services that reflect improvements in organizational performance can be achieved through the formation of organizational culture (bureaucracy) (Darma and Patar Situmorang, 2010: 44).

Leadership with exemplary authority can be realized through the formation of leadership characters that are based on values such as religious, honest, disciplined, hard work, creative and independent. According to Akbar (2009: 185) the values adopted by each individual reflect their character and play a role in determining their performance and job satisfaction. Joyosumarto (2018: 207) explains that the effectiveness of the management team's performance depends very much on the strong character possessed by its members. If one team member is dishonest, too defensive and only focuses on his own part of the task; it is certain that overall the management team will fail to produce maximum performance.

Similarly, an organization that applies organizational culture is better able to achieve its organizational vision and mission. Thoyib (2005: 66) explains that organizational culture serves to overcome the problems of organizational members to

adapt to their external environment by strengthening the understanding and ability of members of the organization to realize the mission and strategy, goals, methods, size and evaluation. Organizational culture also serves to overcome the problem of internal integration by increasing the understanding and ability of members of the organization to speak, communicate, agreement or internal consensus, power and rules as well as the relationship of members of the organization. Implementing organizations that consistently build and implement organizational culture have satisfactory performance.

How the relationship between the character of leadership and organizational culture with the effectiveness of the implementation of pro-poor policies really needs to be explored so that the problem of the performance of policy implementation that is still low can be overcome.

The problems in this study are as follows:

- (1) How much influence the leadership character has on the effectiveness of pro-poor policy implementation in West Nusa Tenggara Province;
- (2) How much influence the organizational culture has on the effectiveness of implementing pro-poor policies in West Nusa Tenggara Province;
- (3) How much influence the leadership character has on the effectiveness of pro-poor policy implementation with organizational culture as a moderating / confounding variable in West Nusa Tenggara Province;
- (4) What is the model of poverty reduction in West Nusa Tenggara Province;

Based on the research problem formulation above, the research objectives are:

- (1) To describe and prove the influence of leadership character on the effectiveness of pro-poor policy implementation in West Nusa Tenggara Province;
- (2) To describe and prove the influence of organizational culture on the effectiveness of implementing pro-

poor policies in West Nusa Tenggara Province;

- (3) To describe and prove the influence of leadership character on the effectiveness of pro-poor policy implementation in the presence of organizational culture as a moderating / confounding variable in West Nusa Tenggara Province;
- (4) To find a model of poverty reduction in West Nusa Tenggara Province.

II. FRAMEWORK

The effectiveness of policy implementation can be influenced by various factors both internal and external. Internal factors in each implementing unit (implementor) such as the system of personal values (personal) and the system of collective values (institutional) that are inherent in each implementor are very dominant influence. Value means strong or valuable. It can also be interpreted as something that is glorified or admired. For value is as a source and purpose of life guidelines (Widjaja, 1994: 19). Value systems that become a reference in an organization can be seen from the values that become the character of leadership. Because leaders are priests in groups or organizations, so that each leader must be an example that can be emulated by the members they lead. Thus the leader through his leadership can influence the behavior of a person or group in order to do something in accordance with what is expected by the leader through his example.

The leadership process that reveals the character of the leader is called leadership with character. According to Usman (2013: 267) characterized leadership is to give examples in the form of speech, writing, body language, attitudes and positive actions that can be emulated by others. In this connection, the character that is utilized as an example in the leadership process is referred to as the character of leadership.

Leadership characters have a very real influence on organizational culture. Kinichi (2005) states that organizational culture is a basic pattern accepted by organizations to act and solve problems,

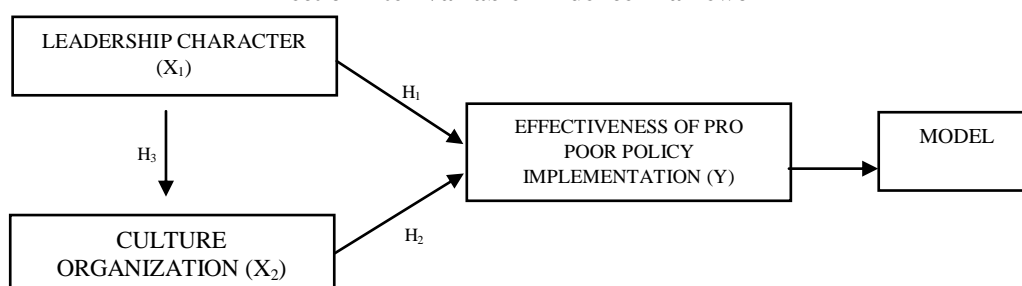
form employees who are able to adapt to the environment and unite members of the organization. Organizational culture as an organizational value system adhered to by members of the organization, can influence the workings and behavior of the members of the organization.

A good organizational culture will certainly affect the quality of good public services. Tjiptono (2000) suggests that the quality of service itself is actually influenced by many aspects, one of which is the

organizational culture and the way it is organized. Therefore, organizational culture is very important, because it is the habits that exist in the organization. These habits govern the norms of behavior that must be followed by members or individuals within the organization.

The influence of the character variables of leadership, organizational culture and the effectiveness of implementing pro-poor policies can be described as follows:

Figure 1
Effect of Inter Variable Influence Framework



III. RESEARCH METHODOLOGY

A. Research Design and Sampling

The design of this study was designed as a quantitative study supported by qualitative research. Quantitative research in the form of a survey with a causal approach. The survey results with the causal approach will be analyzed using logistic regression analysis. Furthermore, a qualitative analysis was carried out with a descriptive analysis method for developing a poverty reduction model.

In this study as a unit of analysis is the Regional Organization (OPD) which implements poverty reduction programs / activities in the period of the 2013-2017 budget year, sources of funds from the NTB Province's Regional Budget in a sustainable manner.

During the five-year period from 2013 - 2017 the number of implementor populations that get expenditure allocations and play a role in implementing poverty reduction policies there are 62 Regional Device Organizations

The sampling system is carried out with a probability sample that is carried out by means of a multistage stratified

systematic sampling method, which is a gradual sampling based on systematic stratification and selection.

In the first stage, choose Regional Device Organizations using the stratified systematic sampling method. Regional Device Organizations is divided into five strata, with a budget year as strata. As many as 62 Regional Device Organizations as a total population for five years were chosen as 54 Regional Device Organizations. Amount 54 Regional Device Organizations obtained based on Slovin formula. In determining the number of samples for each stratum the method is proportional to the number of Regional Device Organizations in each strata of the Regional Device Organizations population. Next in each strata selected Regional Device Organizations samples with systematic sampling.

In the second stage, in the same way in the first stage, the sample of respondents, officials, and beneficiaries was selected for each Regional Device Organizations. The sampling technique used is systematic sampling as in the first stage so that the number of respondents from the

target group as many as 399 people consists of 388 individuals, 10 households / family heads and 1 unit group. Furthermore, respondents from officials / leaders as many as 318 people consisted of echelon II officials 10 people, echelon III officials 82 people and echelon IV officials 226 people. The respondents from the implementing staff were 389 people consisting of 1 leadership staff, 38 technical staff and 350 administrative staff. Overall the number of respondents was 1,106 people / unit.

B. ANALYTICAL TECHNIQUE

After the required data is collected, the next step is to do data processing and analysis. The data analysis phase is divided into two stages, namely descriptive and inferential which includes bivariate analysis and multivariate analysis. Descriptive analysis describes the research variables, while inferential analysis includes bivariate analysis which explains the relationship between two variables, while the multivariate describes the relationship of many independent variables with one dependent variable.

The Bivariate and Multivariate analysis technique used is logistic regression because the dependent variable is a categorical variable. According to Dahlan (2016; 4) that logistic regression has two research conceptual frameworks, namely the predictive conceptual framework and the etiologic conceptual framework. Research with the concept of the status of independent variables is equivalent, without any major independent variables called research with a predictive conceptual framework. The purpose of the predictive concept framework is to know what variables are related to dependent variables. Whereas the research with the concept of the status of independent variables can be the main independent variable or confounding variable in the form of confere (K) or interaction (I) called the study with the etiologic conceptual framework. Confounding variables can be confounders or interactions. Interaction variables are confounding variables that affect the relationship between the main variables and dependent variables systematically. The purpose of the etiologic

conceptual framework is to know how the pure relationship between the main independent variable and the dependent variable.

The results of the logistic regression equation obtained are used to predict the dependent variable by one or several independent variables; to determine the percentage of variance in the dependent variable which can be explained by an independent variable; and to rank the relative importance of independent variables on the dependent variable.

IV. RESULT OF THE STUDY AND DISCUSSION

Pro-poor policies in NTB province are implemented directly in the form of programs / activities in each OPD directed at groups of beneficiaries (groups / poor people) who aim to exclude the poor from poverty. Therefore, acting as an implementing unit (implementor) for pro-poor policies is the DPO provided budget allocations in various programs / activities whose targets are poor groups / residents.

Implementor of pro-poor policy in NTB province consists of regional apparatus organizations as government-driven agencies and beneficiaries. To see whether the implementation of effective policies can be traced through five Right, namely: (1) Exact policy; (2) Exact implementation; (3) Right Target; (4) Right Environment and (5) Right Process.

a. Exact policy

Pro-poor policies formulated by each OPD in the form of poverty reduction programs / activities are adjusted to the authority and duties, functions of each OPD. Policies are not formulated by involving poor groups / communities. As a result, many pro poor programs / activities are generated using concepts and indicators of poverty that are not in accordance with the reality of the field.

b. Exact implementation

In the implementation of pro-poor policies implemented by various Regional Device Organizations involving three parties, namely: Government, Cooperation between the Government and the

Community / private sector, there are even several types of activities that are privatized. For activities that are direct assistance (cash / goods) carried out by the government (related Regional Device Organization), while for empowerment activities carried out with government cooperation with the community / private sector. As for what is carried out in the form of privatization or is scattered to the private sector entirely only on certain types of activities such as the Community Health Insurance (Jamkesmas) carried out by BPJS. The implementation models found in the field are mostly karicative (transfer payments, cash assistance).

c. Right Target

The accuracy of the target with regard to the target being intervened, target readiness and the nature of implementation whether new or old. The target targets in implementing pro poor policies implemented by OPD are generally inaccurate, many found that beneficiaries of poverty reduction programs / activities do not conform to agreed poverty concepts or indicators.

d. Right Environment

There are two environments that determine the success of policy implementation, namely the policy environment and the external policy environment. In the implementation of pro-poor policies in NTB the policy environment that illustrates the interaction between policy formulation institutions and policy implementers is carried out by the Regional Government Budget Team (TAPD) involving the Regional Secretary as the head of TAPD and BPKAD, Bappeda and Bappenda respectively representing planning / budgeting elements. program / activity and regional income. In this connection the implementation of poverty reduction programs / activities is very much tied to the accounting policies that govern the implementation of the budget. Furthermore, the external environment as an exogenous variable that influences policy implementation is very diverse because poverty reduction programs / activities are issues that receive widespread public attention. The external environment which often plays a role in shaping public opinion

related to the pro-poor policy implementation policies include mass media, pressure groups (NGOs), interest groups (traditional / religious groups) and influential community figures such as master teachers, scholars and other informal leaders.

e. Right Process

In general, the implementation of public policy through three processes, namely policy acceptance, policy adoption and strategic readiness. Regarding policy acceptance (understanding of policies) by the community every OPD carries out the process of socialization, education and advocacy continuously so that the community can understand the pro-poor policies that will be implemented by the local government. Furthermore, the policy adoption (acceptance of policies) is often still many programs / activities for poverty reduction that cannot run in line with expectations because the target group is still low due to many factors such as education, age, location and available facilities / infrastructures. Whereas in terms of strategic readiness where the community and bureaucrats are demanded to be prepared to implement the policy there are still many in the field found that there is no balance. There is still a higher readiness of bureaucrats compared to community readiness so that in the implementation process there are often many obstacles and obstacles.

Three fundamental problems were found in the process of implementing pro-poor policies in NTB Province, namely the inaccuracy of targets, prioritizing charity, and payment transfers that gave rise to a culture of poverty, making it less effective in reducing the number of poor people.

The ineffectiveness of the success of poverty alleviation in NTB Province is still ineffective because poverty reduction programs / activities directed at empowering communities have left / ignored changes in individual and community behavior played by community educators who have contributed to character building. The history and experience of West Nusa Tenggara in overcoming the food crisis as

well as the demographic explosion in the past is due to the active field counselors (agricultural extension workers, family planning extension workers, social extension workers) including teacher teachers who educate among the community. Therefore in the future the glory of West Nusa Tenggara in alleviating poverty will be largely determined by the success of revitalizing character building in strengthening community empowerment. This means that the roles of master teachers, boarding schools and extension workers can encourage acceleration of poverty reduction as a prerequisite for realizing a glorious NTB community. Education that overcomes poor character can truly overcome poverty.

➤ **The Influence of Leadership Characters on the Effectiveness of Pro Poor's Policy Implementation**

Based on the results of the regression analysis using the help of Microsoft Office Excel and Statistical Software SPSS Version 16 For Windows 64x it was concluded that at the 95% confidence level the leadership character variable (X1) had a significant effect on the effectiveness of pro poor policy implemented by the NTB provincial government. This finding explains that the character of leadership in each implementing unit (implementor) of poverty reduction programs / activities has determined the success of the implementation of poverty reduction programs / activities reaching their stated objectives. The magnitude of the effect reached 55.6% so it was classified as a relatively large percentage because the effect was more than 50%.

The significance of the influence of leadership character on the successful implementation of poverty reduction programs / activities in NTB Province also shows that leadership factors within government organizations can direct and influence others to carry out their tasks so that they play a role in reducing the number of poor people from poverty.

With these findings further reinforce that leadership is largely determined by the quality of a leader. This finding is in line with the opinion of Kartono

(2005: 51) which explains that a leader is a person who has a certain superiority, so he has the authority and power to move other people to make a joint effort to achieve certain goals.

The superiority of a leader is reflected in his personal qualities. Sukarna (2006: 59) explains the personal qualities of a leader, among others, seen from mental quality and moral quality. A leader must have quality mental qualities, both for high, middle and lower level leaders. Because leadership in organizations is collective or togetherness is not just relying on leadership in one person. Mental quality must be evenly owned by all leaders in an organization. In addition, leaders must have good behavior so that the implementation of their work is always straight and does not take actions that are despicable (amoral).

In government leadership a leader is required to behave as a role model for his subordinates (building the trust) that is rooted in honesty so that a leader can avoid actions that are contrary to the norms of social life. For government leaders who determine all government policies in addition to being based on legislation also must pay attention to the elements of ethics and norms that live in society. Some government leadership characters that are categorized ethically are accommodative, sensitive, responsive and pro-active. On the other hand, the character of non-ethical leadership includes defensive and comprehensive (Adiwilaga, 2018: 157).

Based on the results of logistic regression analysis among various leadership characters that are classified as good, such as responsive and sensitive leadership characters have a significant effect on the effectiveness of pro poor policy implementation in NTB Province. Thus to support the successful implementation of poverty reduction programs / activities, responsive and sensitive leadership characters are needed. This means that at every level of leadership in government organizations tasked with implementing pro-poor policies, it is important that each leader is required to have a sensitive and responsive character.

Sensitive leadership characters in poverty reduction programs / activities are reflected through the high attention of each official / leader at all levels or echelon to the extent of the decline in the number of poor people in NTB Province. This attitude is in accordance with the governor's directive which strongly emphasizes each Regional Device Organization to prioritize the implementation of poverty reduction implementation programs every year. Furthermore, responsive leadership character seems to be always active in every leader answering the aspirations or demands of the community with various policies or actions to overcome the problems of poverty that occur in the midst of society.

The establishment of sensitive and responsive leadership characters in poverty reduction programs / activities in NTB Province is a success of the pro-poor policy mainstreaming process carried out by the NTB Province government to each Regional Device Organization, community and parties involved in poverty alleviation programs. Thus the process of character formation is determined by the existence of psychological stimuli related to the values (values) adopted by a leader. Moore (1978) in Kumorotomo (2015: 11) states that value is the main driver of human actions of various kinds of values that influence the complexity of human actions.

➤ **Effect of Organizational Culture on the Effectiveness of Pro Poor's Policy Implementation**

Based on the results of the regression analysis using the help of Microsoft Office Excel and Statistical Software SPSS Version 16 For Windows x64 it was concluded that at the 95% confidence level the organizational culture variable (X2) had a significant effect on the effectiveness of pro poor policy implemented by the NTB provincial government.

The findings explained that in each implementing unit (implementor) programs / activities to reduce organizational culture poverty play a role in determining the success of the implementation of poverty reduction

programs / activities reaching their stated objectives. But the magnitude of the effect reached 23.1%; relatively small percentage.

The significance of the influence of organizational culture on the successful implementation of poverty reduction programs / activities in NTB Province shows that the organizational culture within government organizations acting as implementers of pro-poor policies in NTB Province has begun to take shape. However, it is seen from the small amount of influence that is caused to illustrate that the organizational culture that has been formed is still not established. This condition indicates that the organizational culture in each of the implementers of pro-poor policy is not yet strong. The indicator is the result of testing logistic regression analysis which is tested together with the leadership character variable (X1) and organizational culture (X2) resulting in a regression equation that shows that the organizational culture variable (X2) is not significant. Therefore the regression equation model produced from the test results cannot be used to predict the extent of the chance of successful implementation of poverty reduction programs / activities. This also proves that the organizational culture variable (X2) acts as a confounding variable that interacts with the leadership character variable (X1).

The role of organizational culture (X2) as a confounding variable that interacts with the leadership character variable (X1) in determining the success of the implementation of poverty reduction programs / activities in NTB Province is evidenced by the results of the analysis of responsive leadership character and sensitivity to organizational culture (partiality to the people and consistency) produce the best regression model. Thus in addition to being needed the character of responsive and sensitive leadership also requires an organizational culture that is pro-people and consistent in carrying out poverty reduction programs / activities. This means that for more effective implementation of poverty reduction programs / activities in addition to requiring the values that shape the character of each leader, values are

needed which guide all parties involved in the implementing unit (implementor) of pro-poor policies.

➤ **The Influence of Leadership Characters on the Effectiveness of Pro Poor Policy Implementation with Organizational Culture as Moderating/ Confounding Variables**

Based on the results of the regression analysis using the help of Microsoft Office Excel and Statistical Software SPSS Version 16 For Windows 64x it was concluded that the relationship of leadership characters (responsive and sensitive) to organizational culture (alignments) showed 36.3% influence, while the relationship between leadership characters (responsive and sensitive) with organizational culture (alignments and consistency) has an influence of 41.2%. Thus the two regression equation models produced have different magnitudes but both have a significant effect.

The results of the analysis above prove that organizational culture variables act as confounders who interact with leadership characters. Because the two models are significant for the effectiveness

of pro poor policy implementation, the best influence is to determine the best model, namely the influence of leadership character (responsive and sensitive) with organizational culture (alignments and consistency).

The influence of responsive and sensitive leadership characters and organizational culture that develops partiality to the people and consistently implementing poverty reduction programs proves that the role of personal and institutional value systems is very strong in determining the achievement of the goals set out in pro-poor policies.

➤ **Pro Poor's Policy Implementation Model in West Nusa Tenggara Province**

The resulting regression equation model has a large Classification Table of 94.4%. This means that the regression model used is able to explain that the Leadership Character which is based on a Responsive and Sensitive attitude and supported by Organizational Culture that is alignments and Consistency can increase the effectiveness of the implementation of pro poor policies.

Classification Table^a

Observed		Predicted		Percentage Correct
		Y		
		TIDAK EFEKTIF	EFEKTIF	
Step 1	Y	TIDAK EFEKTIF	EFEKTIF	
		4	1	80.0
		2	47	95.9
Overall Percentage				94.4

a. The cut value is ,500

TIDAK EFEKTIF : INEFFECTIVE

EFEKTIF : EFFECTIVE

Variables in the Equation

Step	Variables	B	S.E.	Wald	df	Sig.	Exp(B)	95,0% C.I. for EXP(B)	
								Lower	Upper
Step 1 ^a	RESPONSIF by SENSITIF	2.524	1.246	4.104	1	.043	12.484	1.085	143.574
	KEBERPIHAKAN by KONSISTENSI	2.628	1.244	4.464	1	.035	13.844	1.209	158.470
	Constant	-.116	.787	.022	1	.882	.890		

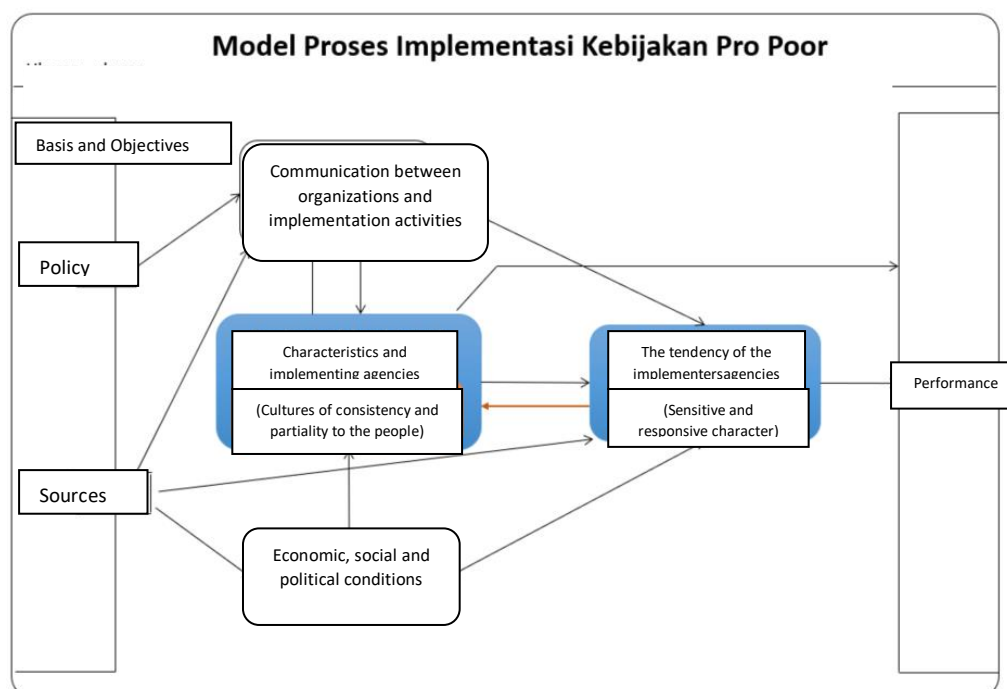
a. Variable(s) entered on step 1: RESPONSIF * SENSITIF , KEBERPIHAKAN * KONSISTENSI .

The regression equation obtained shows that if the character of leadership is poor (value 0) and a weak organizational culture (value 0) can reduce the effectiveness of the implementation of pro-

poor policies by 0.116 times. This shows how important the character of leaders and organizational culture are in each of the implementing units of pro-poor policies.

Figure 2

Pro Poor's Policy Process Implementation Model



Source : adapted from the model of the implementation process of the Van Meter and Van Horn policies.

According to Van Meter and Van Horn in Winarno (2016: 148) successful implementation requires the characteristics of implementing agencies that influence an organization in implementing policies including: (1) competency and size of staff of a body; (2) the level of hierarchical supervision of subunit decisions and processes in implementing agencies; (3) political sources of an organization (eg support among legislative and executive members); (4) the vitality of an organization; (5) the level of "open" communications, which are defined as networks of free horizontal and vertical communication and relatively high levels of freedom in communication with individuals outside the organization; (6) formal and informal links of a body with a "decision-making" or "decision-making" body.

In this study it was found that in addition to the six characteristics based on the regression equation, it was explained that organizational culture that has consistency and alignments to the people can influence the performance of policy implementation by 2.6 times compared to implementing units that do not have that culture. Thus in the process of implementing pro-poor policies each implementor needs to develop organizational culture.

Furthermore, the implementing tendency (implementor) according to Van Meter and Van Horn in Winarno (2016: 149) that there are three elements of implementing responses that might affect the ability and desire to implement policies, namely: (1) cognition (comprehension, understanding) about policy; (2) kinds of responses to policies (acceptance, neutrality,

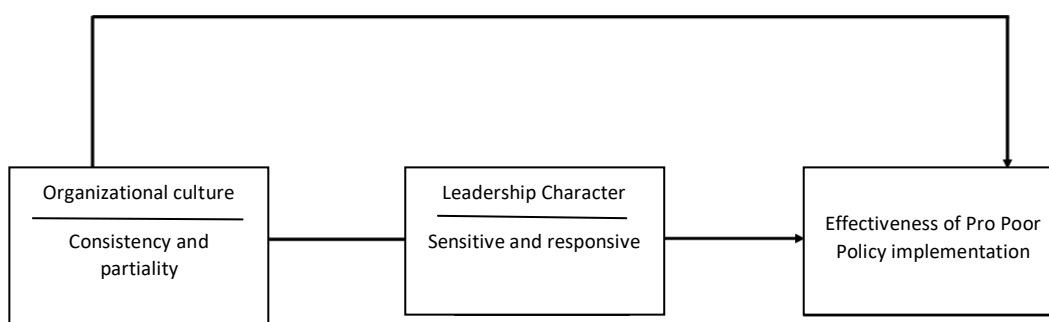
rejection); and (3) the intensity of the response.

The results of this study also explain that in addition to the three elements of the implementing response, it is evident that the character of leadership that is sensitive and responsive can improve policy performance by 2.5 times compared to organizational units whose leadership has no character. Thus, in every process of

implementing pro-poor policies, there is also a need for character leadership in each unit implementing pro-poor policies.

Based on the two research findings outlined above, it can be described the relationship of the effectiveness of the implementation of pro-poor policies with the characteristics of leadership and organizational culture as follows:

Figure 3
Relationship between the Effectiveness of Policy Implementation Pro Poor with Leadership Character and Organizational Culture



The picture above explains that the leadership character can influence the effectiveness of the implementation of pro-poor policy directly and indirectly. The direct influence of the leadership character found in this study illustrates that the successful implementation of poverty reduction in NTB Province is strongly influenced by the example of its leaders. However, so that the implementation of pro-poor policies does not depend on the figures or leaders of the leaders, strengthening is needed through the development of an organizational culture that has consistency and alignments with the people. The organizational culture is shared values that must be owned by each implementing unit of pro-poor policy as a collective character (group) in the implementing unit.

As a consequence of the findings above, each government organization unit that is given the responsibility of managing the pro-poor budget needs to select officials who will act as leaders in poverty reduction programs / activities to be required to have responsive and sensitive characters.

Likewise the organizational culture that must be built by each implementor is a culture of partiality to the people and consistency in implementing pro-poor policies.

➤ **Research Findings**

Based on the results of the analysis in this study that responsive and sensitive leadership character and organizational culture that is pro-people and consistent in implementing pro-poor policies can increase the effectiveness of the implementation of pro-poor policies. Leadership factors that are sensitive and responsive to the problem of poverty faced by the community are quite successful in encouraging an increase in the effectiveness of each program / activity to explore poverty. Likewise, the institutional which has a culture of partiality (care / love) to realize dignity as a commitment of each state administrator also plays an important role in increasing the success of poverty reduction programs / activities.

This finding reassures that poverty is multidimensional due to many factors. Therefore the measurement of poverty which has prioritized the dimensions of income is time to be reviewed. In the perspective of government policy which acts as an instrument in overcoming the factors that cause poverty (a circle of poverty traps), a concept of poverty is needed which can prevent the emergence of a culture of poverty and increase the survival of the poor to get out of poverty.

Poverty represents low income and economic inability to meet the basic needs of a person's life which includes food and non-food needs. The concept of poverty with an income and basic needs approach is the main indicator in the assessment of the successful implementation of each poverty reduction program in NTB Province. This shows that the concept of multidimensional poverty is neglected so that these factors lead to the achievement of the target of reducing the poor population who are classified as low, unable to accelerate as expected.

The concept of poverty that leads to the prevention of the emergence of a culture of poverty and the increasing survival of the poor can be formulated by paying attention to the meaning of poverty which illustrates that a person is in a weak condition and needs help so that he cannot realize a dignified life. In this connection, the concept of poverty can be defined as a condition of a person's weaknesses and weaknesses that require intervention and help in overcoming them. The shortcomings can include aspects of income, assets in the form of tangible assets and education as

intangible assets. While weaknesses can be in the form of spiritual and physical health and physical conditions that are owned (disabled).

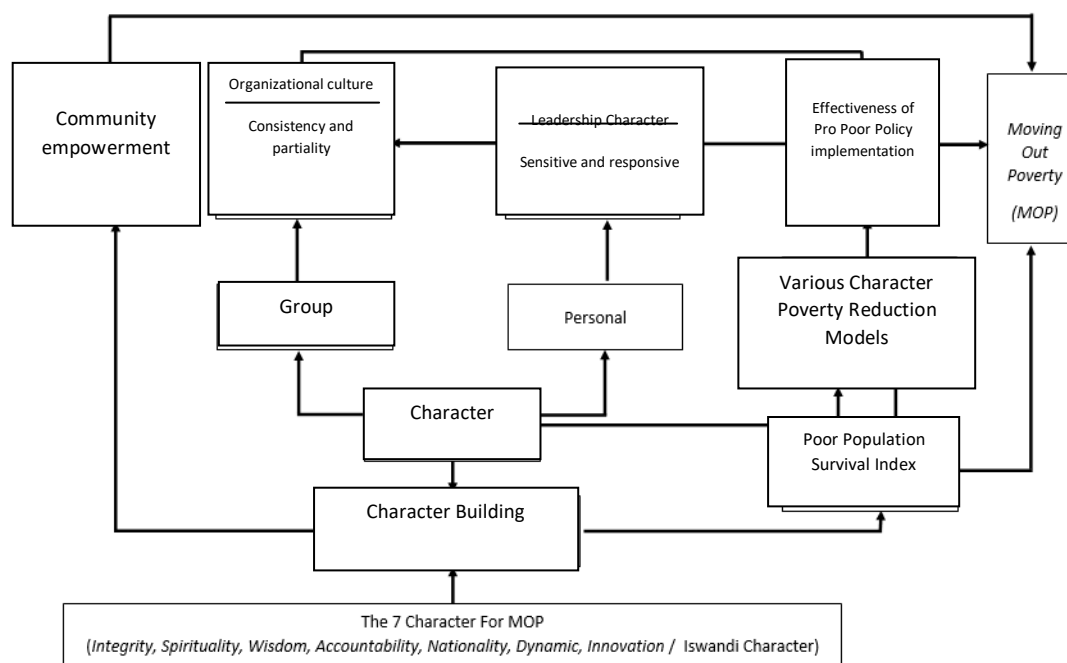
These shortcomings and weaknesses require government intervention in the form of public policy so that it can be overcome to create a dignified life. The meaning of a dignified life is that someone has independence and is beneficial to others. While the form of intervention that has been carried out by the government in poverty reduction is implementing empowerment.

According to Sumodiningrat (2005) in Soleh (2014: 17) empowerment is to provide energy so that people are able to move independently so that it is not forever; but until the target is able to be independent and then released to be independent.

In fact, the concept of empowerment is still not effective so that even though empowerment can be given, it can return in a state of lack of independence. Therefore, each empowerment requires a character building process for the poor to prevent the emergence of poor culture and increased survival.

Based on the relationship between the effectiveness of pro poor policy implementation and the character of leadership and organizational culture and the selection of the best models that have been sensitive and responsive leadership with the support of organizational culture that has consistency and alignments to the people has 41.2% influence on the effectiveness of pro policy implementation poor can be described as follows:

Figure 4
Model of Character-Based Poor Population Empowerment



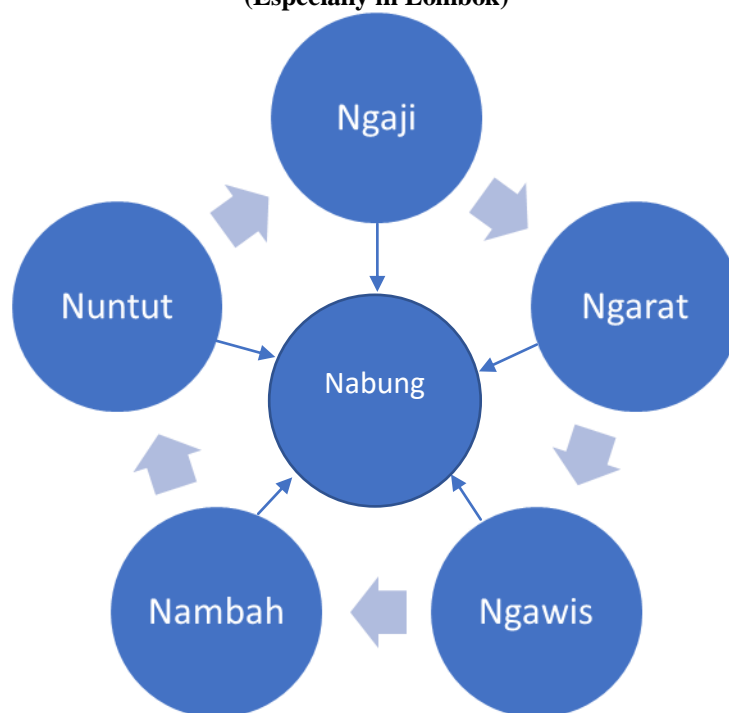
The model described above explains that in the future the success or effectiveness of the implementation of pro-poor policies in addition to reconstructing policy formulas that can overcome fundamental weaknesses; also must be followed by the formation of the personal character of sensitive and responsive leaders as well as the collective character of alignments and consistency formed into the culture of government organizations in overcoming poverty problems faced by their citizens. In this connection the new concept of poverty reduction offered is a character-based poverty reduction model.

The model is in accordance with Chambers' opinion as quoted by Muktasam (2011) in Ariyani at (2015: 184) which states that the factors that determine success in designing poverty alleviation programs are (1) awareness of local values, (2) approaches that integration and overall, and

(3) character of human resource development. Because McClelland (1961) also explained that traditional cultural values affect the mental attitude of people who are not ready to support development / change so as to hamper progress.

The character-based poverty reduction model is very suitable to overcome the problem of poverty caused by habits (behavior). Changes in behavior/bad habits can only be done through improvement/formation of characters that can shape survival (endurance). In the midst of the NTB community empirically, especially on the island of Lombok, there was a survival strategy through the activities of "Ngaji", "Ngarat", "Ngawis", "Addition", "Nuntut" and "Nabung" which could be called the 6 N strategy. The six activities formed into survival strategies that shape the character of the poor in NTB (especially Lombok) in the following figure:

Figure 5
Poor Population Survival Strategy in West Nusa Tenggara Province
(Especially in Lombok)



The existence of a defensive pattern proves that every society has values that shape character to improve its survival in life. This is in line with the opinion of Peterson and Seligman (2004) which states that character strengths are good characters that direct individuals to achieve virtues (virtues).

Through the process of forming characters with the 6N strategy as described above, the NTB community already has a value system that guides the formation of characters to achieve a happy life physically and spiritually in the world and in the hereafter.

Tabel 1
The Establishing Process of the Poor People Character
in West Nusa Tenggara Province (Especially in Lombok)

Activity	Meaning	Objective	Model	Character
Ngaji	Learning the Qur'an	Increasing faith and devotion	Following recitation regularly and performing five daily prayers	Religious
Ngarat	Shepherd of Livestock	Improving life skills and instill trust (trustful)	Maintain cattle / goats / chickens	Trustful
Ngawis	Searching / providing grass (fodder)	Training responsibility in maintaining trust	Preparing fodder (cattle, goats and chickens)	Responsibility

Nambah	Farming	Training hard work	Farm activity (rice and secondary crops)	Hard work
Nuntut	Looking for Science and Sustenance	Increasing the intelligence and productivity	Education	Intelligent
Nabung	Collecting capital (investment)	Instilling a vision of the future	Saving (money / gold / land)	Visionary

Source: Primary Data Processed

Various characters formed in the process of increasing the survival of the poor in NTB Province, as illustrated above, are increasingly convincing that character strength can play a role in removing the poor from their poverty. The important characters that need to be possessed are religious, trustworthy, responsibility, hard work, smart, and visionary.

1. Religious

Religious character can be seen from the habits and behavior of recitation in their daily lives and even brought into being an advantage when going abroad. Many of the people from NTB play a role in the religious field including in the field of social education and da'wah.

2. Trustful

Trust or trust is seen as an honor so it must be maintained and fulfilled as well as possible. This trustworthy attitude and behavior is evident in its honesty while maintaining and raising livestock. That is why many of the NTB people (especially Lombok) make livestock business as a main business besides farming.

3. Responsibility

The character of responsibility is formed by fulfilling the obligations given when given a mandate (raising livestock) in the form of preparing animal feed regularly. That is why in the tradition of rural communities in Lombok looking for grass is a daily task. If not fulfilled, the person concerned will be given a penalty (reward).

4. Hard work

Most NTB people rely on their livelihoods for agricultural businesses so that the habit of Nambah (Nandur / farming) has become a way of life. They

used to work from morning to evening with the risk of crop failure which is often faced both due to climate factors and disease pests. That is why they diligently and sincerely prevent crop failure that can cause food insecurity or shortages. The farming pattern of life has shaped the character of hard work so it does not like to complain in living its life even though it often faces crop failures. They continue their endeavors by diversifying the types of plants every planting season.

5. Intelligent

Prompts for many studies were encouraged by religious leaders through various recitations and preaching. Because it is realized that the backwardness that many people face in NTB is due to low education. Thus to overcome this underdevelopment through increasing education and intelligence of the community.

6. Visionary

Saving habits are carried out by the NTB community in the form of money, gold and land. This is mostly done after the harvest season. This means that there is a habit of people always setting aside their crops to save in hopes of raising capital / investment for various business development needs.

The six characters are personal characters that need to be formed in every poor population in NTB Province in order to get out of poverty. Because with these six characters can increase resilience namely personal character that allows a person to be able to develop in the midst of difficulties

including difficulties in the form of poverty. According to Peterson and Seligman (2004) that the strength of positive character in individuals will form a physiological condition that is also prosperous. Connor and Davidson (2003) also explain the character of resilient individuals who have persistence and consider stress as a source of strength.

However, personal character alone is not sufficient to exclude the poor from poverty because resilient individuals can survive in a culture of poverty, namely the poor who promote the values and behavior of poverty from generation to generation. Therefore personal character needs to be equipped with group or community characters. This means that each individual must be able to transform every personal character he has into the character of his group (organizational culture) so that a group (family / household) has shared values that shape the survival of the group to get out of poverty. As found in the implementation of poverty alleviation programs in NTB Province in general carried out based on groups / banjars. Thus all group members must have the same character as a group character that can accelerate a community (household / group) out of poverty. This is in line with Nugroho's (2018: 5) opinion about the quality of survival, which is characterized by the continuation of social institutions, where the community concerned is associated with challenges in and from the community environment and its social institutions run effectively despite obstacles to winning challenges. Also the results of the study by Meirawan (2010: 189) who found that the Indonesian people as citizens of the world have a life based on a dignified human trilogy that is peaceful, independent and just to achieve a happier and happier life in the world and the hereafter. Therefore excavation and identification of various habits and values that have taken root in the community must continue to be explored and reinvested through the formation of personal and group character as a pattern of community empowerment in poverty reduction.

The character-based poverty reduction model as carried out by NTB communities (especially Lombok) is a method of social intervention to improve the social functioning of individuals, families and groups so that they can get out of poverty permanently. According to Adi (2018: 198) the method of social intervention in individuals is an effort to improve individual social functioning so that individuals and families can play a good role according to their social and individual duties. Furthermore, social intervention at the family level is carried out by looking at the family as a system whose members interact and have interdependence with one another. The social intervention in groups is directed so that the group gives opportunities to its members to share experiences, develop and pursue common goals, learn and get support from fellow group members.

Through individual, family and group social interventions carried out through the formation of personal and collective characters, they can accelerate the increase in the survival ability of the poor in carrying out their lives. Thus the character-based poverty reduction model is a community empowerment approach to utilize its potential, assets and internal capabilities in improving the quality of life with dignity. Potential, assets and internal capabilities are capital owned by someone who can be utilized as a force in increasing survival in facing poverty. According to Annahar (2017: 26) there are at least five groups of assets (capital) that can be used to leverage changes, namely: (1) individual assets; (2) associations; (3) institutions; (4) physical assets; and (5) connection.

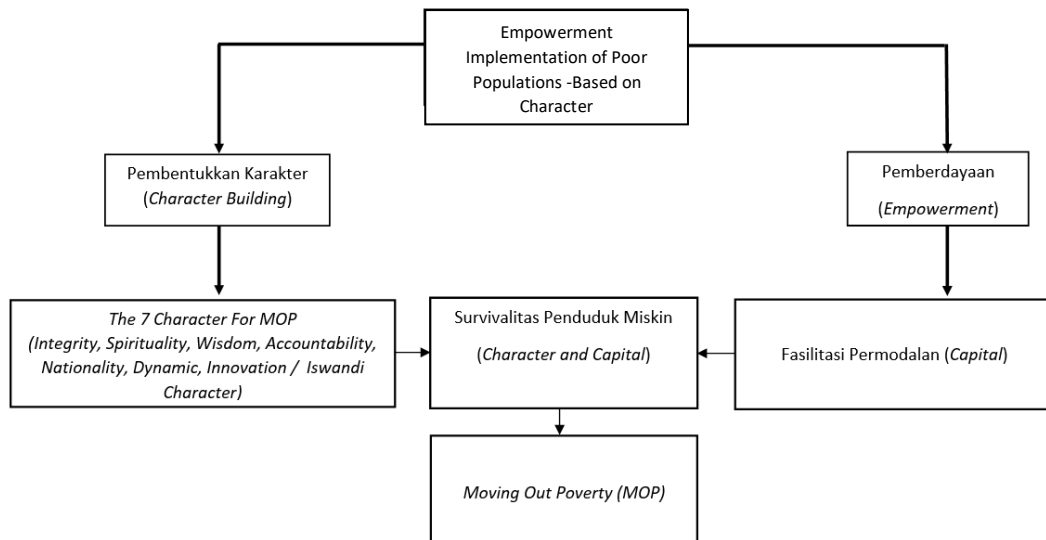
The various capital mentioned above can be grouped into human capital, economic capital, social capital, institutional capital, and working capital. The five types of capital are increasingly high, the resilience of the poor is getting bigger and potentially removing the poor from their poverty.

Thus the model of empowerment of poor people based on character can improve and increase the effectiveness of community empowerment which has been carried out in the dominant economy-based

poverty reduction programs / activities. The relationship between community empowerment and character formation in

order to expel the poor from poverty is described as follows:

Figure 6
Empowerment Implementation of Poor Populations -Based on Character



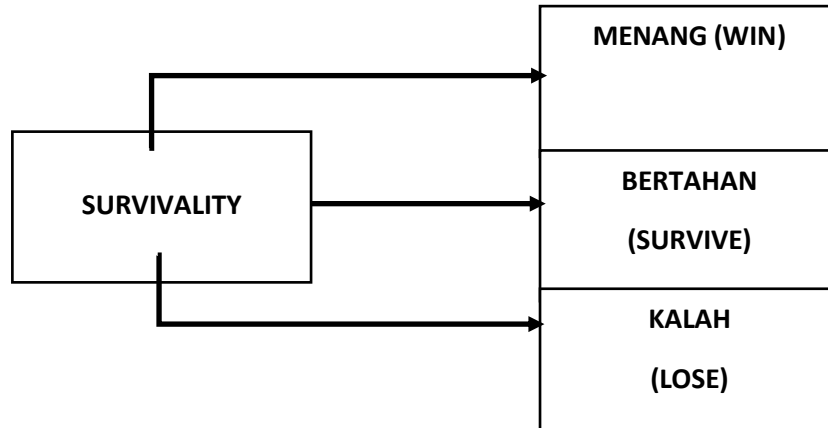
The picture above explains that to exclude the poor from poverty, the implementation of empowerment based on character is needed, namely poverty reduction programs / activities aimed at character building and empowerment to improve the survival of the poor. out of poverty.

The character-based empowerment model of the poor is in line with the theory of Cornelis A. Van Peursen (1994, 1976) concerning the development of a society, community, nation, or human life entity starting from exist, develop, survive),

competitive, win, and even master others (superior).

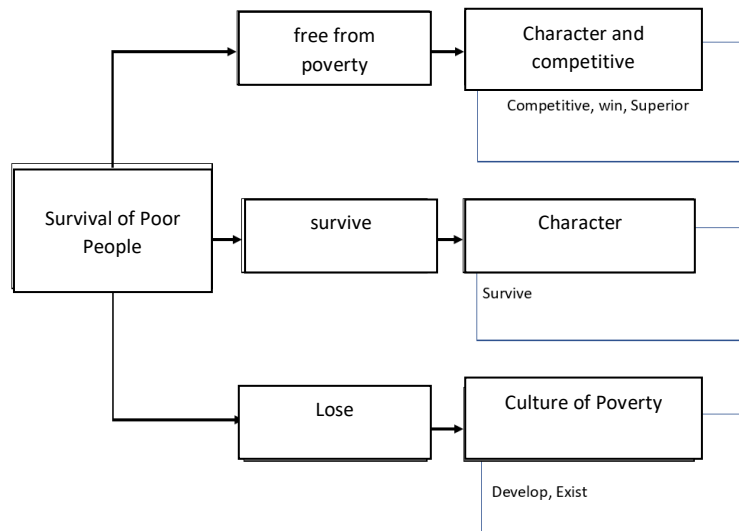
Nugroho (2018: 5) explains that the quality of survival is characterized by the continuing process of social institutionalization, in which the community concerned is associated with challenges in and from the community environment, and social institutions run effectively, even though they are constrained to win challenges. Communities with surviving civilizations are usually faced with three choices, namely to survive and then to lose, to survive and to continue in a defensive position, and to survive then to win.

Figure 7
Human Development Quality Model of Survive



Based on the theory of Cornelis A. Van Peursen and Nugroho the survival of the poor can be described as follows:

Figure 8
Survival Development of Poor People



The survival of the poor is the resilience of the poor in living their lives in dignity so that they can get out of poverty (moving out of poverty). To be able to get out of poverty, every poor person besides forming his character must also have sufficient capital (capital) to get out of poverty. Conversely, poor people who do not have sufficient capital (capital), the ability to survive (survival) can decline to become the person who loses (lose) so that they are in a culture of poverty.

Therefore, to improve the survival of the poor, it is necessary to cultivate good values that must be possessed by each person to be formed into identity or character.

At least there are seven characters that need to be owned by the poor to get out of poverty (The 7 character for moving out poverty). The seven characters are termed "Iswandi character", namely integrity, sprituality, wisdom, accountability, nationality, dynamic and innovation.

Iswandi's Character consists of four personal characters, namely integrity, sprituality, wisdom and accountability; and three group (community) characters, namely nationality, dynamic and innovation.

1. Integrity (integrity, honesty).

Every poor person will succeed in escaping from the poverty he faces if he has honesty or integrity in his life. Because only by having an honest attitude can someone be trusted (trust).

2. Sprituality (faith, devotion to God Almighty).

Every poor citizen must have faith and piety to Allah SWT, God Almighty namely trust followed by conviction and obedience in carrying out the commands of Allah SWT and away from its prohibitions. Sprituality is very important to make moral judgment a determinant in the formation of attitudes and behavior.

3. Wisdom (wise and prudent)

Every poor person must have a wise and wise nature in the behavior of their daily lives so that every decision and action is carried out with careful, thorough, objective, and intelligent consideration.

4. Accountability (to be responsible)

Every poor person must be able to carry out their duties and obligations both to themselves, society, environment, country and to the Almighty God.

5. Nasionality (love / prioritize the interests of the nation)

Every poor citizen must have a way of thinking, behaving and acting that shows loyalty, caring and high appreciation for the unity and unity of the nation based on Pancasila as the nation's philosophy of life.

6. Dynamic (forward/developing)

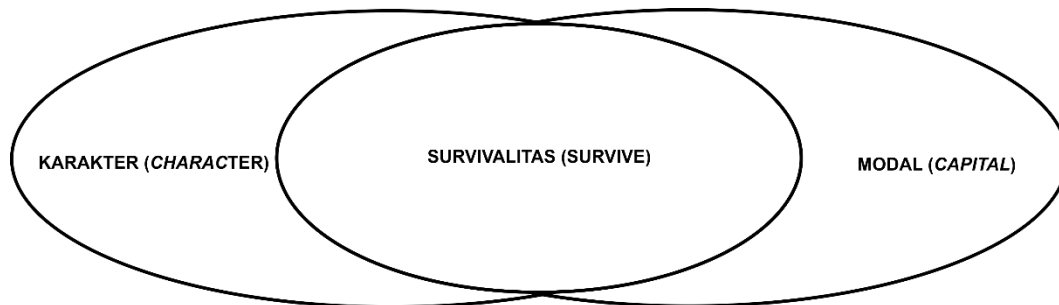
Every poor person must always be optimistic and eager to move forward with full discipline, hard work, confidence, love of knowledge and intelligence.

7. Innovation (creative, visionary)

Every poor person must have a foresight that shows innovative and creative attitudes in facing every threat, challenge, obstacle and problem faced.

The seven characters are the basis of empowering the poor who are directed to increase capital so that every poor citizen can carry out social empowerment which contains two aspects, namely (1) the poor are free to determine solutions for their own destiny in overcoming poverty; and (2) the government acts as a facilitator in increasing the survival of the poor. Thus to get the poor out of poverty, character and capital are as described below:

Figure 9
Relationship between Character and Capital in the Formation of Poor Population Survival



With the concept of character and capital relations in shaping the survival of the poor, then to keep abreast of the success achieved in the implementation of pro-poor policies, a survival index for the poor can be developed.

V. CONCLUSIONS AND RECOMMENDATIONS

A. CONCLUSIONS

Based on the results of data analysis and the discussion of 54 implementing unit (pro-poor) respondents in assessing the effectiveness of the implementation of pro-poor policies, leadership character and organizational culture in the NTB provincial government as well as answering the research problem formulation that has been proposed, the following conclusions can be drawn:

1. Leadership characters have a positive and significant influence of 55.6% (Nagelkerke R-Square value of 0.556) on the effectiveness of pro poor policy implementation. This means that with a good leadership character every implementing unit (implementor) of poverty reduction programs / activities can increase the effectiveness of successful policy implementation by 94,000 times (the value of Odds Ratio (OR) is 94,000) compared to the character of poor leadership.
2. Organizational culture has a positive and significant influence of 23.1% (Nagelkerke R-Square value of 0.231) on the effectiveness of pro poor policy implementation. This means that with a strong organizational culture every implementing unit (implementor) of poverty reduction programs / activities can increase the effectiveness of pro-poor policy implementation by 12,333 times (the value of Odds Ratio (OR) is 12,333) compared to a weak organizational culture.
3. The leadership character and organizational culture together have a positive and significant influence of 62.2% (Nagelkerke R-Square value of 0.622) on the effectiveness of pro poor policy implementation. This means that with good leadership character and strong organizational culture in each implementing unit (implementor) poverty reduction programs / activities can increase the effectiveness of successful implementation of pro-poor policies by 71,508 times (the value of Odds Ratio (OR) is 71,508) compared to leadership characters bad and weak organizational culture.
4. The ideal model for the implementation of pro-poor policies in NTB Province is the character-empowerment model of the poor, namely the self-empowerment model that is directed at increasing the survival or resilience of the poor in uncovering material and material limitations to live in dignity.

B. RECOMMENDATIONS

Through this study, it is known that partially leadership character has an influence of 55.6% and 23.1% organizational culture and simultaneously leadership character and organizational culture have an influence of 62.2%. Therefore some suggestions are presented as follows:

1. The NTB Provincial Government in order to accelerate the decline in the number of poor people needs to implement a character-based model of empowerment of the poor population complementing and perfecting the economic empowerment model of the poor who have been implemented so far.
2. To increase the effectiveness of the implementation of pro-poor policies, it is necessary to conduct training and character building for government officials so that the character of government leadership is sensitive and responsive in the implementation of pro-poor policies.
3. Character determines a person's progress and the progress of a nation, so that every government that has committed to realize the elimination of poverty in the world according to the goals of sustainable development, needs to establish policies to build personal character and national character.
4. In an effort to realize people's welfare, poverty reduction is a government agenda that has never been completed so that social interventions to individuals, families and groups must be developed into government functions in accordance with the nature of the existence of the government as state administrators to achieve the welfare state.

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