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LEADERSHIP COMMUNICATION IN LOCAL ECONOMY DEVELOPMENT

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Abstract

Indonesian has experimented in recent years with a unique and novel form of local development, the Village-Owned Enterprise (VOE), which involves the village government and the community in managing the institution based on the village's needs and economy. A case-study of a VOE in Cangkudu Village on the Indonesian island of Java shows that leadership communication is one of the success key determinants of such a local economic institution, along with economic resources, human resources, and the capacity of local government. Cangkudu Village is considered to be the first village in Indonesia which has succeeded in developing the local economy and good governance through its VOE. This success, however, is shortlived and was evident from 2014 to 2016 only. In 2017, the VOE stagnated and was not sustained by the village officials. Through observation, interviews and documentation using an organizational communication perspective, this research found that the autocratic communications leadership style is implemented by the Village Chief to run a business unit in the village. The unsustainability of the VOE resulted from several factors associated with social cohesion; social trust; information disclosure among actors, the existence of powerful people and affect the dynamics of local political economy; the competence to run business unit; and the capability of VOA management

INTRODUCTION

Responding to several problems in the village, especially the social and economic aspects of the community, the village can establish a Village-Owned Enterprise (VOE). VOE is a business entity which is managed by family relationship and mutual assistance. VOE can also be used to revitalize the concept of *Lumbung Desa* or to provide agricultural inputs and harvest farmers' crops in order to maintain the stability of farmers' harvest prices.

The technical regulations governing VOE are the Regulation of Minister of the Village, Development of Underdeveloped Regions and Transmigration of the Republic of Indonesia No 4 of 2015 on Establishment, Management, and Administration, and Dissolution of Village-Owned Enterprises.

The Minister of Village and Development of Underdeveloped Regions appealed to village chiefs in Indonesia that village funds need to be prioritized for the development of Village-Owned Enterprises (VOE) in the future as an effort to improve the regional economy (Zuraya, 2016). According to Risadi (2014), VOE can be an instrument that is optimized for its role as a legal local economic institution located at the village level to improve community welfare and village income. VOE is designed to proportionally promote Village Government and its community. Reflecting to the role of Village Government in the implementation of community empowerment program, VOE model is expected to revitalize the role of Village Government in the development of local economy empowerment.

VOE needs to be developed so that the existed VOE can be functioned properly. VOE goals and targets can be achieved if VOE is purposefully and professionally managed. It is the solution of the problem in the village. Therefore, VOE is expected to encourage and mobilize the village economy (Ramadana, Ribawanto & Suwondo, 2013). The phenomenon of VOE that becomes the attention of many parties is what was happened in Cangkudu Village, Tangerang Regency, Banten Province, Indonesia. Cangkudu becomes popular because of their village-owned enterprise (VOE).

Cangkudu's VOE is one of most active VOE in Indonesia and is conducting various economic activities that give income to the village treasury since 2014. The village has also been recorded as the recipient of the Village Governance Award from the Ministry of Home Affairs of Republic Indonesia in 2015. The success of this village to achieve the award cannot be separated from the significant role of the Village Chief. Cangkudu Village has a new village chief as a formal leader and is elected by the people democratically through direct elections in the village in 2013.

Cangkudu Village is the first village in Indonesia that is considered successful in the management of VOE. However, the success can only be enjoyed and claimed from 2014 to 2016. In 2017, the VOE stagnated and was not sustained by the village official. VOE is a local economic institution whose management has many determinants to be success. Among the various determinants of economic development in the community, the dimension of communication of local government leadership of village to stakeholders needs to be viewed carefully. The local leadership determines the direction of development of an organization. In the context of local economy development, the village chief is the main actor and the leader to generate the program and activities of economic.

Local economic leadership also recognises that many of the economic stakeholders in a local economy do not exercise a vote in elections. Businesses, commuters, tourists, investors, students, infrastructure and logistics providers are not enfranchised in local elections despite the fact that they are major economic stakeholders. Local economic leadership also requires the mobilization of active support from residents for the processes that will often involve change, growth, diversification, and the challenge of

relinquishing old customs and habits in favour of new ones which may be unfamiliar (OECD, 2015).

On the discussion about the rural development, there are various approaches and concepts offered to overcome the problems of rural economy. It leads to other dimensions that can support the development of rural economy, which is the local leadership at the village. Communication is a topic which is frequently linked to leadership. However, the linkage is often limited to a view of communication as a strategic mechanism or technique to be employed by leaders in efforts to achieve particular purposes (Ruben and Giglioti, 2016).

Therefore, this study focuses on the aspect of leadership communication as a domain that must be considered to build rural or village areas especially on economic. This research aims to illustrate how leadership communication runs at the level of local institutions, especially in the efforts to mobilize the local economy resources. This research would like to answer the formulation of the problems:

1. How the communication pattern of the village chief leadership in creating and managing the Village-Owned Enterprise (VOE)?
2. What are the main factors that impacted the sustainability of Village-Owned Enterprise (VOE)?

LITERATURE REVIEW

Leadership Communication on Public Organization

Among various determinants of economic development, communication is the dimension that needs to be looked carefully. Communication in the rural economy development includes many elements such as government as a communicator, policy as a message, the community as audiences and beneficiaries, as well as media that becomes the policy bridge between the government and the society.

Ruben and Stewart (2014) define communication by combining the principles of human communication. According to them, communication is a process in which individuals in relationship, groups of organizations and communities create and use information to relate to one another with the environment.

There are three models on leadership communication. Hackman and Johnson (2013) define leadership in this way: “*Leadership is human (symbolic) communication that modifies the attitudes and behaviors of others in order to meet shared group goals and needs*”. Based on this understanding of leadership, a failure in communication may ultimately lead to a failure in leadership itself—in some sense they are viewed as one in the same. It is defined as the classical model on leadership communication.

According the interactional perspective, Ruben (2003) recognizes that communication is not a one-way process, but rather is best understood as: “*a multidirectional phenomenon with no distinguishable beginning or end*”. Related to the study of leadership, it highlights the idea which means that it is not easily controlled by the leader, but rather results from the interaction between leaders *and* followers. It also suggests that the greater the extent of mismatch between expectations, attitudes, and values, the less the likelihood that message sent will equal message-received (Ruben, 2016). Then it is called as the interactional model.

The third is system model. Ruben & Stewart (in Ruben and Giglioti, 2016) explain that a system view of communication overcomes many limitations of these previous models and more adequately capture the complexity of leadership communication and social influence. This view of communication focuses directly on the way people create, convey, select, and interpret the messages that inform and shape their lives—viewing communication as a basic life process rather than an exchange of information or meaning between people.

Yunus, Sari & Patriana (2016) argued that excellent communication is critical point for implementing Good Public Governance (GPG) as culture in local government in Indonesia. The leader is the most important thing of the communication elements that we are conscientious. Organization will perform excellently in GPG when the leader can implement it in the culture, next impact is in sociological of local governance and finally in psychological elements.

The excellent communication will result when there is trust between sources and receiver to communicate, and create value for both sides. Therefore, it is possible to conclude that the concept of excellent organisational communication within the culture of the local government of Indonesia will achieve good public governance and contribute to value added for organization (Yunus et.al, 2016)

Caesar (2016) research the issue about leadership by focusing on the role of transformational leadership to develop the employees satisfaction. The research indicates a positive correlation between Collectivistic Culture and Employees Satisfaction in Indonesia, and there is a positive correlation between Transformational Leadership with Collectivistic Culture in Indonesia as well. It is expected that by building Collectivistic Culture through Transformational Leadership, the problem of employees' satisfaction in Indonesia can be solved to a degree.

Leadership and Local Economy Development

The development of a third world society cannot be separated from the leadership role. However, the leadership refers to opinion leader. Opinion leader is a concept that emerged from the theory of two-step communication flow proposed by Paul Lazarsfeld and Elihu Katz. This theory is one of several models which tries to explain the diffusion of innovation, ideas, or commercial products. The opinion leader is an agent who is an active user and media that interprets the meaning of media message and lower content for the end user. Moreover, the opinion leader is highly respected by those who agree with their opinions. The opinion of this leader tends to be specific subject that is a person who is the opinion leader in one field may be a follower in another field.

The term of opinion leader becomes a talk in the communication literature around the 1950s to 1960s. Earlier in the communication literature, it often uses the words influential, influencer, or tastemaker to call the opinion leaders. The term opinion leader is more closely related to the condition of the rural community, because the level of media exposure is still very low and the education level of the community has not been satisfying. Those who have a high level of understanding and the need for media will likely to access the media. Through them, the information about latest

development in the surround area and world was known to public. This means they indirectly mediate the message of various information received by those people then passed on to the community. The party that often exposed to media exposure in village community is sometimes played by opinion leaders. They are highly trusted in addition for being role models, where to ask and seek advice for group members and their community (Siagian, Abdullah, Mustaffa & Ahmad, 2013).

Due to the differences from other aspects of government and public services delivery, local economic development requires very specific and complex kinds of leadership in local government. According to the document of *Local Economic Leadership* (OECD, 2015), this local leadership must :

First, *understand local economies and the changing rationale and skills for intervention in markets.*

Second, *Communicate a clear and common economic agenda and to broker and lead coalitions of actors from different sectors, and to set out a common agenda for them to work through together.*

Third, *sequence and balance interventions at different scales (e.g. in framework conditions such as tax and regulation, with demand side interventions such as marketing and promotion, with supply interventions such as skills and property).*

The success of local economic development is often linked: (1) to the capacity of cities to build and maintain political and civilian support for the agenda development, (2) to integrate those affected in the decision-making process, and (3) to ensure the integrity and agility of its program for competitiveness over one or more cycles (Rich and Stoker, 2014).

Rural Development

The development strategy that based on growth doctrine, leading sectors, has ruined many small industries in the countryside. The doctrine of growth is the adoption of a transplant of the capitalist system, and the method of modern production into Indonesian rural communities, tends to marginalize society from the production system and the process of utilizing the products of production. The risk does not succeed in overcoming the main problems that are in the community (Pasaribu, 2007).

Slamet (1987) argues that the problem, in terms of development, is the gap between the existed situation and the desired situation. The new situation that is desirable but is not achieved will also cause problem. The villagers want the production of farming to increase, but it is not achieved, so it will cause problems. Indonesia wants the reform movement to create social and economic stability, but without success, so it will cause problems. In the village development activities, problems will arise continuously and in various forms. Also the causes are different that a problem identification process is needed to determine which ones is priority, which one is easy to solve and which one is difficult to solve.

Empiric experiences show that complicated problems in the village is easily solved by the community, because the cause factor is already acknowledged by the public. There are often small cases that need to be acknowledged but the community acts once and things become worse. It also can happen on issues that are considered light. There is an arduous problem,

but the villagers cannot solve it, because the solution is beyond their ability, so they need the help of outsider who is an expert.

Kuncoro-Jakti (1994) argue that the main problem of rural society is underdevelopment and poverty. More precisely, those are called structural problems that are presented in the form of a worse comparison between the land area and the number of individuals and the pattern of land ownership. This event leads to an increase in the number of unemployment, both open and disguised employment, and low wages. On the other hand, the strong power of nepotism and feudal state bureaucracy and the widespread corruption in the bureaucracy exist. Another problem is the growing power of minorities including foreigners in the trade and investment sectors, and the existence of social, economic, and technological dualism.

In Indonesia, there are some basic national problems that become the base of rural development problems. (1) The basic idea of two starting points of village development strategy that is opposite. Those are planning strategy pattern from the top and planning strategy pattern from the bottom; (2) Villagers face poverty, underdevelopment and ignorance; (3) The problem of increasingly narrow land ownership and the limited opportunities for employment outside the agricultural sector that causes the high levels of unemployment and urbanization; (4) The potential for Indonesia's development is in the village. If it is carried out consistently, it will enable the development of villages to encourage the acceleration of a multidimensional national problem-solving (Pasaribu, 2007).

MATERIALS AND METHODS

The location for this research is Cangkudu Village, Banten Province, Indonesia. This study was conducted from August to November 2017. This research used qualitative method. Qualitative research is a research procedure that produces descriptive data in the form of written or oral words of people and behavior observed (Moleong, 2004). Qualitative research uses the perspective of data collection in the form of detailed stories from the informants. This research departs from extracting data in the form of their detailed or original story.

Type of research used is case study. According to Emzir (2014), case study research is a qualitative study that seeks to find meaning, investigate the process, and gain insight and deep understanding of individuals, groups or situations. Yin in Creswell (2015) states that case study is a type of research involving case studies in a contemporary context or contemporary setting. To gain the primary data, researcher conducted indepth interview with open-ended questions to the informants. The key informants are officers at Cangkudu Village and VOE board. The other technique to collect the primary data is by using the non participative-observation.

The secondary data is collected through documentation. According to Yin (2015) documentation is used to support evidence from other sources. The document assists in spelling verification and the title or name of the organization that has been alluded in the interview. Documentation is accessed from news, online and offline media, audio visual documentation, regional statistical reports, Work Planning of Cangkudu Village Government documentation and other administrative reports. Archive and literature are

also included in the documentation. This archive search is related to previous research in the form of books and research journals.

In accordance with the type of research, the data analysis techniques used in this study is triangulation. Triangulation is a research technique that uses more than one data collection approach. Triangulation allows researchers to build control through multiple data collection techniques. Referring from Denzin (1978) this study used methodological triangulation that is the use of multiple methods to examine a problem. The method used is observation, interview and document

RESULTS AND DISCUSSIONS

The successful development of a region or a country does not happen instantly but through many determinants. In communication perspective, development has various elements that affect its success. If a development is a system, then communication is a part of development system which is a major factor in its success. The nature of development is not only related to physical buildings or infrastructure, but also in contact with human involvement consciously as an actor and the main element of development success.

Village is the lowest unit in the government structure. A prosperous country can be measured to which extent that its village governance can perform its function well, as to realize economic growth through increasing village income. Cangkudu Village is one of the villages in Tangerang Regency which has become a developing village. The progress of Cangkudu Village is supported by the success of developing VOE through industrial waste management. Nevertheless, in the past year, the development of VOE has stagnated institutionally due to the friction and block of communication between elements within the institution. Based on the phenomenon, this research describes the system and pattern of communication of local leadership in the development of local business in Cangkudu Village..

Local Leadership Communication in Cangkudu Village

Each leader has their unique style and communication strategy. Furthermore, leadership communication styles and methods vary due to outside/external influences and personal challenges (Caramela, 2017). Leadership aims to assist people in upholding, maintaining and improving their motivation. Therefore, leaders are people who help others to get the desired results. Leaders act in ways that facilitate productivity, high morale, energy responsiveness; qualified work skills, commitment, efficiency, little weakness, satisfaction, presence, and sustainability within the organization (Pace & Faules, 2006).

The leadership in an organization or institution has many types of communication style. Each style of leadership will have different influences and suggestions on the person they lead. A study, published in Harvard Business Review in 2000 and an article on Mind Tools outlines some common leadership styles. Those are (1) Coercive: Leaders demand immediate compliance; (2) Authoritative: Leaders mobilize people toward a vision; (3) Affiliative: Leaders create emotional bonds and harmony; (4) Democratic: Leaders build consensus through participation; (5) Pacesetter: Leaders expect excellence and self-direction; (6) Coaching: Leaders develop people for the future; (7) Bureaucratic leadership, whose leaders focus on

following every rule; (8) Charismatic leadership, in which leaders inspire enthusiasm in their teams and energetic in motivating others to move forward; (9) Servant leadership, whose leaders focus on meeting the needs of the team; (10) Transactional leadership, in which leaders inspire by expecting the best from everyone and themselves (Caramela, 2017).

Based on the aforementioned leadership types, then how the type of local leadership in Cangkudu Village related to the VOE management, because VOE in Cangkudu Village was originally considered a successful village economic institution. However, in the mid-2017, it experienced a management communication dilemma so that it was eventually temporarily frozen by the village government.

Communication system of Cangkudu Village chief with the community in the context of broad development

System is a set of interacting units that lasts longer within the limits defined by responses and adjustments to the environmental change to achieve its goals and maintain it (Cutlip, Center & Broom, 2009). In the rural case, a system approach is a compulsory mechanism to be integrated in the local business development model because the success of this local business can be claimed as the result of the interaction and communication between various elements of the village officials and its stakeholders.

The research findings showed that Cangkudu Village Chief and his community have good communication with open system. This condition means all policies that related to community will be shared and communicated to the community either directly or indirectly. Government transparency is beneficial to the entire background and policy objectives taken by the government understood by society.

Open communication system is a communication system that requires openness between elements in the community, so that all elements can see every development in their surroundings. Village chief must have an open communication system because the chief need to know the development in their area as to adapt and accommodate the stimulus needed by the village officials.

The communication pattern of Cangkudu Village Chief with the community in the context of VOE management

The village chief is a leader for the whole community. The objective is in the context of arranging relations and interactions in the settlement of various issues related to the citizens' interests and benefit. In other words, the communication of village leadership is a communication activity in an effort to influence, invite, educate, control, manage, motivate, and direct the community to jointly build the village.

The village governance is success if the officials always communicate with their people. However, in its real manifestation, a development often faced challenges from the community.

Among many challenges that must be passed, one of those is organizational communication. The sustainability of a development can be catalyzed by the established communication patterns among the actors of a development.

VOE in Cangkudu Village has actors who communicate to realize the purpose of the institution. Communication in VOE can be divided into two groups that are communication process before and after the formation of VOE.

First is the initial communication process of VOE formation. VOE was formed by involving the people in the Cangkudu Village. This reality means that the formation of VOE is not solely the interests of the Cangkudu Village authorities or officials policies. However, the villagers are always involved and even offered to anyone who is willing to be a VOE official. Thus, it can be stated that the mechanism of the formation of a VOE in Cangkudu Village has commonly modeled a participatory communication model, one of the communication models in community development that prioritizes community involvement and representation.

Community involvement in each policy dimension provides assertion/asserts that the position of society is no longer as an object and consumer of development policy, not as subject and agent of development.

The failures of development happen because people feel a priority towards the development program due to the limited involvement of the community. It is undeniable that the society is implicitly praised as being the party that "accepts" what is provided, so the participation is not taken into account properly. According to Foster, the results of development are not utilized by the people because there is a failure in assessing what is actually needed by the people (Abdullah, 1997).

The key to successful development lies in the awareness of the community for whom it is built and lies in the awareness of the community in supporting various development processes. The first is consciousness that can provide the basis for participation which leads to the empowerment of society for the power of development (Bailey, 1975; Bennis et al., 1972 in Abdullah, 1997). Participation has an active meaning both in planning and implementing the program so that it becomes something much more useful for the public interest (Abdullah, 1997).

Second, the operational of communication starting from the success to the failure of VOE. The initial formation of VOE in Cangkudu Village is considered successful and become the role model for the formation of other VOE in Indonesia. The success is because of the similar vision between the VOE's board of management and Cangkudu Village's official. Also, there is good social cohesion among actors or boards of management. However, over time, communication between VOE and Cangkudu Village officials experienced obstacles/difficulties. This event occurred because the low trust of the village official towards VOE management, the low information disclosure among actors, and the existence of local powerful people.

Moreover, there is an assumption from the village officials that VOE's management lack sufficient competence to run the business unit. Moreover, the VOE's managements feel that they are capable so they are trying to escape from the control of the village officials. Based on these reasons, VOE in Cangkudu Village which was formerly considered successful in running the business unit, but eventually temporarily suspended, and then forming a VOE's new board.

The aforementioned reality stated that the initial success of VOE in Cangkudu Village is because the big intervention from Village Chief. The

reason is because the village chief has business competence and access to large resources. This is based on Cangkudu Village Chief as an entrepreneur and access to companies that need waste management, where the waste is a business managed by VOE. Therefore, it leads to a great income.

In the perspective of communication, the leadership of Cangkudu Village Chief related to the management of VOE can be classified as an autocratic leadership (authoritarian leadership). Whitworth (in Men, 2014) stated the different types of leadership, which advocate different styles and communication channels to influence followers, constitute a major component of internal communication systems.

Village officials entirely entrusted the business unit to the VOE management, but the village chief has very little trust in VOE management. Thus, the village chief always wants to provide intensive control. Then, the leadership of Cangkudu Village government also tends to have orientation on direct tasks by ignoring the reciprocity of the board, determine their own policies and even if deliberation is merely a quote, and communication systems that are closed and tend to be one-way. Meanwhile, in an organization or workgroup environment, communication between members is an important key to the survival of an organization.

If VOE is an institution, then five types of information from the village chief to the board of management are (1) information on how to do the work; (2) information on the rationale for doing the work; (3) Information on policies of organizational practices; (4) information on employee performance; and (5) information to develop a sense of mission. Those five types were mentioned by Pace and Faules (2006) in explaining organizational communication to improve organization performance.

The success or failure of a leader in carrying out their leadership function is determined by the ability to understand the needs, situations and conditions and behavior of the audience. In carrying out its leadership, every leader has a certain attitude and way of leading, which can show their leadership style. It is because the leadership style reflects what leaders do in influencing followers to realize a more effective and efficient atmosphere for the achievement of corporate goals. Moreover, the leadership style has an influence when it is used by the leaders during the interaction with followers (Pace & Faules, 2006).

CONCLUSIONS

This research concludes that the communication leadership pattern in Cangkudu Village is autocratic. Although the communication system is open, but the leader implements the autocratic communication.

In the perspective of communication system, the VOE of Cangkudu Village was not sustained because of several factors: (1) there was a low social cohesion between the actor and VOE board ; (2) the low trust of Village official against VOE board of management; (3) low information disclosure among actors, and the existence of powerful people which affect the dynamics of local political economy; (4) VOE management lacks sufficient competence to run business unit; and (5) VOE management considers they are capable so they are trying to escape the control of the village government.

The management of institutions or local businesses should ideally be supported by high social capital. This portrait can be sensed in the failure or unsustainability of VOE in Cangkudu village because of the weakness of reciprocity between subsystems, low trust between actors, and not yet seen institutional norms or rules. Therefore, in developing local enterprises and sustainability of VOE in Cangkudu Village, it needs to strengthen the social capital and modify the pattern of leadership communications from autocratic to democratic and active participatory emancipatory.

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