

PARTNERSHIP MODEL OF COOPERATION AGENCY IN COASTAL COMMUNITY DEVELOPMENT

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ABSTRACT

This research aims to explore the implication of the new Cooperation model in increasing the existence of the Cooperating institution in coastal society of Surabaya, East Java, Indonesia. The research uses qualitative and action research methods, Focus Group Discussion, in-depth interview, observation and documentation in collecting data. We call the new model by Ekowanti's Value Improved Institutional Miltonian and this is the result of fundamental research on the concept of institution building by Milton. This is because the concept of transaction is less understood by government stakeholders, public and private. The concept of partnership tends to be understood by the stakeholders rather than transactions.

The result is the new model could increase the Cooperation agency's effectiveness in reaching its purposes. This is because there is a partnership between Cooperation and other stakeholders. Cooperation in coastal community needs the involvement of three institutions, namely: the Agency for Community Empowerment (Bapemas), Department of Agriculture and Department of Cooperatives and Micro, Small and Medium Enterprises (SMEs) in Surabaya, East Java, Indonesia. They have the programs and activities directed at groups of coastal communities. The problem is the activity of the three institutions tended to be partial. Therefore, the research recommends that the institutions have to participate in planning, implementing and monitoring of Cooperation activity. The partnership should be done by the three institutions, both in drafting of blue map or in operational maps to address the factors that undermine the cooperative.

KEYWORDS: Partnership, Cooperation in Coastal Community

1. INTRODUCTION

Cooperation institution building as a place to do with the business using the value of mutual help for the members tend to be less successful in its implementation, especially in coastal communities of Surabaya (Pamurbaya). *First*, internally institutions, the existence of cooperatives in Pamurbaya less than optimal, because the process of the establishment of the institution are top down, including: Cooperative Mina Sehati (women's cooperatives) and Koperasi Mitra Bahari is established by the Department of Marine and maritime, and Cooperation Mina Sari stood in 2009 established by Surabaya City Government. *Second*, Cooperation program which was originally compiled by members of the savings and loan programs through mutual cooperation, then intervened with the regulation of savings and loans require collateral (certificate or Petok D), were not returned and failed. *Third*, the emergence of informal institutions that have been rooted in society coastal to meet their needs both primary and secondary needs, such as strengthening the role of skipper once served as the middleman. Then, the "Bank titil" (rentener) credit the money, and that is a credit to the mortgagee Mindringan goods. The coastal communities are usually using these kinds of institutions because the requirements of borrowing are easier than from Banks, repaid in accordance with the agreement and payment is made

every day through billing to homes, tend to like debt or repay, even with a very high interest to 25% for lending money (results of the interviews, September 2015). *Fourth*, the Cooperation as an institution has not been institutionalized, difficulty instilling values or cooperation doctrine, that the cooperation helps to increase revenue and help meet their needs.

1.1. Problem Formulation

Based on the description above, the problem in this study can be formulated as follows: How the new Cooperation model is able to strengthen institutional cooperation in the area of East Coast Surabaya (Pamurbaya), East Java, Indonesia?

2. CONCEPTUAL FRAMEWORK

2.1. Partnership Model

Partnership is a relationship between sectors that include individuals, groups or organizations who agree voluntarily to cooperate and meet obligations or particular task, bear shared risks and benefits as well as reviewing the relationship regularly and revise the agreement as needed. Partnerships among local governments and the private sector and the community is shown in the following Figure:

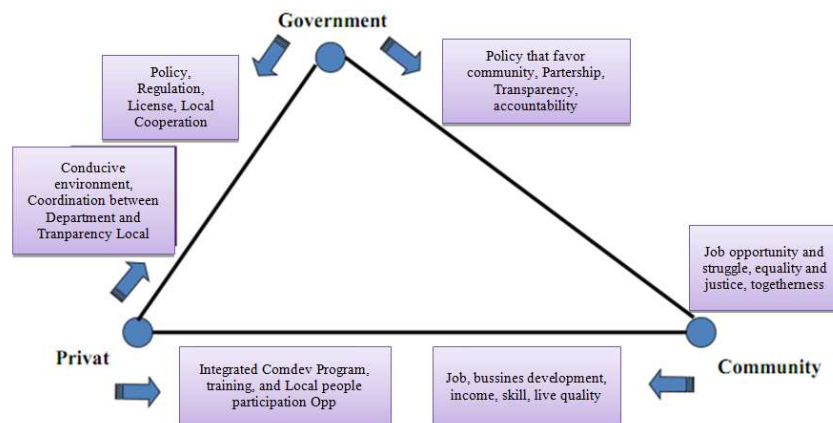


Figure 1: Form of Partnership

Private parties throughout the private organization in question is characterized by a pattern of business that suppress the efficiency and effectiveness of production, oriented to customer satisfaction as a guarantee of future prospective businesses. Then the institutions of society are called local associations organized more real and institutionally considered instrumental in the development (Ministry of Home Affairs, 2002). In this context it is meant the society is a society that is tied into existing cooperatives, objectives and interests together to form a business entity with legal status.

Partnerships with the private sector in this context, is conceptually defined partnership is a way of cooperation by using the principles of business between the two parties (in this case between the local government and private or public) are made for the benefit of all parties, with the aim of securing and saving money in the procurement of facilities and infrastructure and provide satisfaction and customer service. (Ministry of Home Affairs, 2002). Partnership is a public option in order to improve the performance and efficiency of public services. Public services are not only required to satisfy the community, but also are required to be more efficient in view of the local government at the present time still having difficulty resources.

According to Thee Kian Wie (1992), a requirement for a partnership comprises three principles, namely: the principle of interdependent, mutually reinforcing, and the principle of mutual benefit. Partnership development in line with

the current increasingly popular democracy and accountability.

Historically, the partnership model is part of public service which is sometimes characterized as a ladder where the State provides minimum standards and requirements essential for public services (Kaherman and Kahn, 1976 in Kate Mc. Laughlin, Stephen P. Osborne and Ewan Ferlie, 2002).

Development of cooperative institutions is determined by the capacity of coordination between the three agencies responsible for the development of institutions, especially cooperation. Coordination of the three institutions in integrating programs and activities as the domain of government should have blue map and operational maps that can be used as a reference for implementation.

Some things that are prepared by local governments to attract private and public sectors are: 1). Legal uncertainty, 2). The establishment of institutional/regulatory bodies, 3). The desire and strong commitment from the government, 4). Potential customers, 5). Investment conditions (risk allocation, handling disputes and so on), 5). Qualified investment in public services, 6). Acceptance of commercial operation of the public service by customers, governments and investors.

Partnership is the focus of a study of New Public Management (NPM). One form of partnership is a partnership of private and public (Public Private Partnership/PPP). According to Akintola Akintoye and Matthias Beck argues (2009) PPP can be described as a contractual arrangement to share ownership between public institutions and private companies, as a partner, they pooled resources together and share the risk and the distribution of prizes in creating efficiencies in manufacturing and public provision and perhaps private goods. British government identified seven PPP model (HM Treasury in Akintola et al, 2009), a model of privatization include: management contracts, leases (leases), sub-contractors, management or purchase shares and outsourcing and specific contract activities to private actors. Further, specifically identified four categories of PPP (World Bank, 2005):

- **Contract:** Management and lease. In the management of government contracts to pay private operators to manage the facility and the assumption of operational risk, while the government's lease contract is the rental contract private operators who pay attention to operational risk.
- **Concession:** Overall private manage and private are assuming the real risk, includes: Rehabilitation, Operate and Transfer (ROT); Rehabilitation, Lease or Rent (RL/RR); Build, Rehabilitation, Operate (BRO) and Transfer the Project.
- **Greenfield Projects:** Greenfield projects there are 4 categories: build, lease and own (BLO); build, own, transfer (BOT) or build, own, operate, transfer (BOOT); build, own and Operate (BOO); and trade projects, in which private companies or joint venture builds and operates with sebuahfasilitas for the periods specified in the project contract,
- **Release,** 100% or majority government transferring fairness where to buy reasonably private property next state asset sales, public donations, or a massive privatization program.

The forms of cooperation between local governments and the public: 1). Voucher (consumer subsidies), 2). Grant (producer subsidy by the government helped the community through the provision of free of charge to encourage efforts to increase certain production activities. As a cooperative institution -building program incorporated a form of block grants.

2.2. Institution Model

Partnership in the development of coastal community institutions intended to elaborate models Ekowanti (2015), taking into account the variables in the construction of the institution includes two variables as follows. According Milton, institution model depends on:

2.2.1. VARIABLE INSTITUTIONS

A. Leadership

A group of people in charge of formulating the doctrine, program agencies, direct the activities & relationships with the environment. The leaders needed to develop a mindset and cultural set of governance in the region and should have at least 4 C, namely: 1) concept, which has a framework of thinking, vision, mission and a clear program; 2) competence, which is a blend of knowledge, skills, attitude needed to improve the quality of public services; 3) commitment to the duties and functions that can be proved; and 4) consistent (Taufiq Effendi: 2005)

B. Doctrine

Some of the indicators of the doctrine can be seen in the following sections: 1. Purpose institutions, 2. The values enshrined in the organization, 3. Hopes future institutions, 4. Participation of women fishers (Dwiyanto, 2003)

C. Program

Public services, namely: 1) the effectiveness of the program; 2) productivity output needed by the community; efficiency; and satisfaction (Ratminto & Atik, 2005). And in terms of operations capable of meeting the eligibility criteria of economic, technical and administrative (Interplan, 1969). A program is called successful, if it becomes superficial people receive measurable results and an immediate impact in the community. Some indicators of the program are as follows: 1. The allocation of resources, 2. Suitability interests of the program to the needs of fishing communities, 3. Justice, 4. Efficiency, 5. Effectiveness program, 6. Productivity is output needed by the people, 7. Satisfaction of society to program 8. Transparency, 9. Accountability 10. Sustainability program, 11. Rentier bureaucracy (Dwiyanto: 2003).

D. Resource

Inputs are financial, physical, human, technological and illumination of the institution. Resources are as follows: 1. Finance, 2. Facilities and infrastructure, 3. Human resources, 4. Technology, 5. A potential that has been developed, 6. Cooperating with outside organizations for resource management.

E. Internal Structure

The internal structure is defined as "the structures and processes that are held for the operation of the institution and for its maintenance. The establishment of internal structures must be adapted to the needs of the effectiveness of program delivery in the community. Therefore, the institution does not have to be organizations with strict formal structure, but can be informal, flexible, temporary or even tangible mechanisms, procedures and networks (Dwiyanto, 2003).

The second institution is a variable development environment variable with four terms (lingkages).

2.2.2. ENVIRONMENT VARIABLES

A. Linkages That Allow (Enabling Linkages)

In the present context, enabling linkages are linkages with stakeholders who determine the legitimacy of authority and acquisition of resource agencies. The indicators are as follows: 1. Linkages with organizations, groups and other individuals in terms of the division of authority, 2. Linkages with organizations, groups and other individuals in terms of resources. In the contemporary context, enabling linkages are linkages with stakeholders who determine the legitimacy of authority and acquisition of resource agencies. (Casmiwati, 2013:14)

B. Functional Linkages (Functional Linkages)

Are linkages that connect agencies with organizations that carry out the functions and services that are complementary in terms of production, which provide inputs and using the output of the institution. Input can come from universities to acquire expertise, being used by the target group who want to change their behavior (client, beneficiaries, public). Indicators of a functional link are: 1. Linkages with institutions/organizations in the provision of materials, 2. Relating to the institution/organization with other institutions in the utilization of output (linkages), 3. Linkages with agencies that have a function, but hamper the performance of institutions should.

C. Normative Linkages (Normative Linkages)

Are linkages that connect the values of the institution with the values/norms environment. Normative connection is necessary, especially for institutions that carry values/norms of the new because it can get the support or opposition. The indicators are: terms of values and norms in society, as well as formal rules

D. Linkages Spread (Diffusion Linkages)

Are linkages that connect organizations with elements in society which cannot be clearly identified by membership in formal organizations.

E. Transaction

Is the process of identifying, developing and maintaining networks with elements in the environment that is associated with the activity of the institution. In this transaction process is constantly happening dynamics of exchange between institutions with environmental elements. The institution's output that contains a change/innovation, environmental elements related to respond, assess and provide new input. It can also happen the opposite, offering environmental changes and government agencies to respond and provide reinforcement. Response and input from environmental elements are related to the processes in a shared learning environment, but do not change/sacrificing value and the ultimate goal of innovation. What has changed is how to delivery these innovations.

In this research, transaction is placed by a partnership that means a relationship between sectors that include individuals, groups or organizations who agree voluntarily to cooperate and meet obligations or particular task, bear shared risks and benefits as well as reviewing the relationship regularly and revise the agreement as needed.

3. RESEARCH METHODS

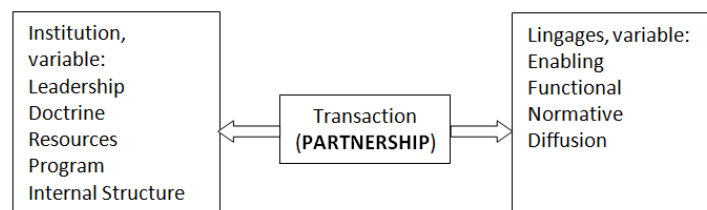
This type of research is an action research. The study also used a qualitative approach which implies a depiction of the data by using words and lines. Spirit of the philosophy of action research, its methodology supposed to be open, thus

allowing more open perpespektif theory, resulting in the admission process (Wolcott, 1990 in Kate Mc. Laughlin, Stepen P. Osborne and Ewan Ferlie, 2002). This study specifically to investigate the issue in policy implementation because this research leads to a deep conceptual of what can happen in practice and the reasons why. This was done to develop a relevant theory with practice and provide an opportunity for researchers to design theory as an attempt to intervene and develop it as a result (Diesing, 1972 Kate Mc. Laughlin, Stepen P. Osborne and Ewan Ferlie, 2002). The stages are: predefined theory of open eyes, directing attention to the aspects of the situation. It is important to note creating a balance between the theory aside and pressed. The focus of research: identifying the informant's response in carrying out programs and activities, identifying and analyzing obstacles and support the implementation of an action program d, identify aspects of the situation made a model of partnership, coordination patterns mengan alisis done. Location of research: People in the Sub-District of Bulak, Kenjeran, Mulyorejo and Sukolilo. This study focuses on individual development and self-development. Subjects were those respondents who are involved or engaged in cooperative societies, the respondents were involved in the planning and implementation of programs and activities.

The informants: Staff or Kasi Bapemas Surabaya, staff and cation Department of Agriculture and Fisheries of Surabaya and Staff and Head of the Department of Cooperation and SMEs Surabaya, so this action research emphasizes an attitude of openness in data collection and development of the theory. Purposive data collection techniques, taken from individuals who have the adequacy of the information, in accordance with the aims of research, using in-depth interviews and observation guidelines. Data analysis techniques are qualitative, the data that have been collected later in the interpretation before being given comments, and performed confirmation (triangulation technique). New thinking in the interpretation of the data collected.

4. RESEARCH FINDINGS

Model Ekowant Ekowanti 's Value Improved Miltonian Institutional development model of cooperative institution's coastal community is a model that was found as a development institution development model by Milton (Eaton, Joseph W. , 1972), through the results of Test as follows.



Source: Esman, 1986: 24

Figure 2: Concept of Institution Building

The trial results Milton model at the Society Coastal Surabaya (Pamurbaya) and using effectiveness analysis by Milton found three stages in the effective implementation of the development of cooperative institutions. *First*, the stage of initiation which includes initiatory society as a leadership characterized by honest, trustworthy, and the entrepreneurs, the doctrine is simple, support the adequacy of resources, are implementable programs and support the internal structure. *The second*, the role of government agencies as a link to transact with the community cooperative institutions. His findings is the concept of a transaction by Milton for the people has not been embedded and the public more familiar with the concept of partnership, so the new model uses the concept of partnership. (Mas Roro Lilik and Dewi Casmiwati, 2015)

Conceptually transactions, according to Milton are broader than the term of the partnership. The transaction is between the government, private and public partnerships can be implemented at this stage of development after the initiation phase, namely: the invention of the initiator that have potential as a leader. Partnerships or transactions carried out based on the duties and powers that enable and normatively or rules implemented to support partnerships between government and community groups in forming the pre cooperatives.

This is done to give an opportunity to the public in trying and accessing funds.

Cooperations are business institutions developed by its members, have the objective set forth in the Articles of Association and Bylaws which have been agreed upon by all members. Successful cooperative can help people to escape economic hardship and help develop the economic activities of the family in order to increase people's income. Thus, it can be said that: with rising incomes (family), then poverty reduction can be carried out jointly by government (top down) and communities (bottom up).

Work modeling has been successful through a partnership capability of communities building between Bapemas and Pra-Cooperation. Then together with the Department of Agriculture specifies the type of business that developed and prospective as well as with the Office of Cooperation and with SMEs have been incorporated into the program the formation of cooperation in a legal entities. Some Cooperation has been handed over legal entities such us Suromadu Makmur Cooperation in Kenjeran Sub District and Sea Barokah Cooperation in Bulak Sub District.

Evaluation on the effectiveness of the institution as a scalable methodology, and quite successful in raising the weakening planting cooperation values as a program the government has not managed synergy among stakeholders. Therefore, in this study has been able to meet three institutions in developing a blue map and operational maps, although it takes time to complete. For the formulation of the vision, mission, goals, programs and activities that have the same target group. The success of the cooperation can be instituted as a legal entity taking into account the partnership between the government, public and private. With the implementation of innovation models mentioned above, then the future the cooperation will be applied throughout Indonesia, especially coastal areas.

Effectiveness, cost evaluation: based on the analysis of cost effectiveness by implementing Ekowanti's Value Improved Institutional Miltonian very successful model, by compiling a map of blue and operational maps partnerships between stakeholders. The map can be arranged targets the achievement of the objectives for the establishment of a cooperative program incorporated. Stages of the effectiveness of the first model, the stage of initiation, namely: the stage of designing the group. The second stage of development, namely: the stage of designing a similar business that will be developed and prospective. Third, required other agencies in the establishment of cooperations as legal entities, includes: Non Governmental Organization (NGOs), universities. Fourth, the stage of stabilization that is the stage of independence and develop networking between the private sector, the government, public and private, the four stages into blue map and operational that help the government succeeds in floating body cooperatives are legal entities that form an effective partnership is grain, including financial resources, equipment, technology and information, training and assistance marketing networks at home and abroad. The success of mentoring the performance of cooperatives has been formed through mentoring.

5. CONCLUSIONS

Conclusions from the study found that the innovative development of cooperating institutions can be done by

applying Ekowanti 's Value Improved Miltonian Institutional Model. The partnership model of local government in the form of collaboration and synergy has three departments, namely Bapemas, Department of Agriculture and Department of Cooperatives and SMEs Surabaya.

6. RECOMMENDATIONS

The research recommends that the institutions have to participate in planning, implementing and monitoring of Cooperation activity. The partnership should be done by the three institutions, both in drafting of blue map or in operational maps to address the factors that undermine the cooperative.

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