

## Design of Village, Community and Private Government Partnership Models in Labor (Study in Gempol Subdistrict, Pasuruan Regency)

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### INFORMASI ARTIKEL

#### Article history:

Data submission : 10 September 2018

1<sup>st</sup> revision: 12 Januari 2019

Accepted: 16 April 2019

Available online: 02 Mei 2019

Keywords: partnership, employment, service quality

### ABSTRACT

This research is focused on the implementation of partnerships which includes the legal basis of implementation, the role of each party, form and model of partnership. In fact, the employment partnership of the village government, the private sector and the community lasts quite a long time, but it has not been able to improve the quality of employment services. The results of the study show that employment partnerships are carried out by two parties, namely the village-private and public-private governments, which are based on the outcome of the agreement through an agreement, in the implementation there is no equality of position between the partners, the coordination relationship is low and there is no balance of benefits and risks. While the partnership form is similar to the build own operate, the partnership model is franchise and free market.

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## 1. Introduction

Employment is an important issue and becomes a common problem in various countries, including developing countries, and has also turned into a primary need for modern society. Employment does not only include labor, but also includes employment opportunities, demand for labor, and employment before, during and after work in accordance with applicable provisions (Simanjuntak, 1985: 2; Ananta, 1990: 286; Dwiyanto, 2006: 45).

On the other hand, the practice of industrialization in the region (village) has a significant influence on the value, physical, business, employment and improve the quality of life of the community (Parker, 1992; Syaifullah, 2009; Hatu, 2011; Ebrahimi & Golai, 2013; Kausik 2015)

Employment is a soft infrastructure, because it includes economic and social services (Gremsey & Lewis, 2004: 20-23; Anton, 2008: 8). Then it can be

understood as a public good that is toll good through its degrees and characteristics (Rosen, 1988: 62; Savas, 2000: 62), as well as the degree of exclusivity and endlessness (Howlett & Ramesh, 1995: 32-34). As a public good and based on the characteristics of public services, the nature of publicity (laing in Dwiyanto, 2006: 179-181; Savas, 1987: 87), legal basis, status, nature and provider (Ndraha, 2003: 59), the presence of government is needed to provide services in accordance with the needs and tastes of society (Sinambela, 2006: 43) or comparison expected service and perceived service (Nasution, 2004: 47).

In the development of service conceptions, the involvement of private or private parties such as reinventing government, privatization, (Osborn & Gaebler, 1992; Broadbent & Guthrie, 1992: 53) or the private sector into the public sector (Denhardt & Denhardt, 2003: 13). However, the concept also raises many weaknesses (Mahmudi, 2005: 55-57), and finally

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introduced conception involving all parties in line with the concept of governance in service (Hood, 1991; Osborn & Geabler, 1992; Koiman, 1994; Rhodes, 1996; Stoker, 1998; Bappenas, 2002; Denhardt & Denhardt, 2003). Further implications and also the expansion of the NPM agenda raises partnerships in service by considering the nature of cooperation, intensity, time, position of the parties, benefits and risks, implementation resources, and networks (Broadbent, 1992; Savas, 2000; Ghare, 2001; Gnyawali, 2001; Klijn, 2001; Pongsin, 2002; Gremsey & Lewis, 2004; Sapte, 2006; Urio, 2010; Robinson, 2010; Dwiyanto, 2011; Olievera, 2013).

## **2. Theory**

### *2.1. Employment Concept*

Employment includes labor, employment opportunities, labor demand and absorb employment.

#### *2.1.1. Labor*

Labor can be interpreted by people who work or do something and people who are working, looking for work and carrying out other activities (Simanjuntak, 1985:2).

Ananta (1990:286) explains that labor is a population that can potentially produce or produce goods and services. He also added that if there was a demand for labor and if they would participate.

While Dwiyanto (2006:45) explained in more detail about the workforce by classifying based on several criteria, namely: (a) based on population; (b) based on work limits; (c) based on quality; and (e) educated workforce, has expertise in certain fields with school or formal and non-formal education.

Therefore, it can be understood that the workforce is an individual both inside and outside the business world or industry to produce goods or services, meet the requirements or age limit in accordance with the rules of law and aims to obtain results/ wages for daily needs.

#### *2.1.2. Employment Opportunities*

Employment opportunities can be interpreted as labor demand (demand for labor), namely the state of describing the availability of employment that is ready to be filled by job bidders (job seekers). Job opportunities will be fulfilled by the presence of wide employment opportunities. In the context of employment, employment opportunities or work requests will be fulfilled by providing wide employment. That collectivity arises with a form of industrialization and will suppress unemployment.

#### *2.1.3. Request for Labor*

Request for labor is the amount of labor requested at various wage levels. Demand for labor is usually influenced by: (a) changes in wage rates; affect the high and low costs of production; (b) Other factors influence labor demand; c) Manpower Absorption; amount in a

business unit. Labor absorption is influenced by two factors, namely external factors and internal factors.

Based on this explanation, employment is a matter that includes labor, employment opportunities, labor demand and employment before, during and after work in accordance with the provisions.

### *2.2. Employment as Public Goods*

Employment is a soft infrastructure (Gremsey & Lewis: 2004:20-23), therefore it can be said as goods and services. Then goods and services can be understood through their degrees and characteristics (Rosen, 1988:62), namely: (a) Joint consumption is indicated by the presence of non-rivalry; and (b) exclusion, namely: non-exclusion.

Whereas private goods have the opposite characteristics to public goods, namely rivalrous consumption and excludable consumption.

Unlike Rosen. Howlett & Ramesh (1995:32-34) use taxonomy of goods or services based on the degree of exclusivity and endlessness. Howlett & Ramesh further differentiates 4 types of goods or services, namely (a) private goods/ services; the degree of exclusivity and its endlessness is very high; (b) public goods/ services; the degree of exclusivity and its degree of exhaustion is very low; (c) public equipment; the level of exclusivity is high, but the level is low; and (d) goods/ services are jointly owned; the level of exclusivity is low, but the level of exhaustion is high.

The same thing is also conveyed by Savas (2000:62) that the characteristics of goods or services are grouped into four types. The grouping can be explained as follows: (a) Individual goods (individual items); (b) Toll goods; (c) Common-poll goods; and (d) Public goods/ Collective goods.

The views on the goods and services above provide an explanation that employment is goods and services of joint consumptions, and the community needs to pay (toll goods) to use it. In this case the government is obliged to provide that service.

### *2.3. Partnership Concept*

Partnership can be interpreted as a form of partnership between the two parties or more form a cooperative relationship on the basis of agreement and mutual need to improve capability in a particular field or purpose, so as to obtain better results. Partnership is an extension of the NPM agenda in order to change the provision of public services by the government (Broadbent, 1992:332-341).

Public-private partnerships are a form of government-private arrangement. Grimsey and Lewis (2004:2) PPP as an arrangement in which the private sector participates or provides support for the provision of infrastructure, public service-based. Sapte (2006:1-2) also said that PPP is a form of regulation between the public and private sectors in the provision of public services. The same thing was also conveyed by Urio

(2010:26) who mentions PPP refer to arrangements where private sectors have been provided by the government.

Not only as an arrangement, Robinson (2010:1) mentions PPP with having focused on procurement processes, examining specific issues such as risk management, legal aspects, definition and cost planning. Partnerships focus on procurement processes, specific issues such as risk management, legal aspects, finance and cost planning. The statement is almost the same mentioned by Nuwagaba (2012:92) PPP describes a government service or private business venture which is funded and operated through a partnership of government and one or more private sector companies (PPP describes a government or private service funded and operated through partnership between the government and one or more private companies).

While Olievera (2013:1) summarizes the partnership as a procurement model for the provision of infrastructure and or services. Like wise with Kyei & Chan (2016) PPP is considered an innovative procurement approach that offers good prospects for the future.

From a variety of public-private partnerships (PPP), there are characteristics that we can see in general and in particular. General characteristics of public-private partnerships (Gremsey & Lewis, 2004:13) are: (a) Participants; (b) Relationship; (c) Resourcing, (d) Sharing; and (e) Continuity.

Specific characteristics of public-private partnerships that can be seen (Gremsey & Lewis, 2004: 14) are as follows: (a) Type; (b) Focus on service; (c) Whole-of-life cycle costing; (d) Innovation; and (e) Risk allocation.

#### 2.4. Terms, Characteristics and Stages of Partnerships

The partnership system is based on trust, its characteristics: a more sloping equation and organization, a flexible hierarchy of actualization, natural-based spirituality, a low level of chaos that forms into the system, and gender equality and justice.

In partnerships related to organizational patterns that lead to a more gentle and non-rigid hierarchy, changes in the role of managers, from the role of the "policy" towards the role of the facilitator and providing support, from power over to being power to/ with team work (team work ), diversity, gender balance, creativity and entrepreneurship.

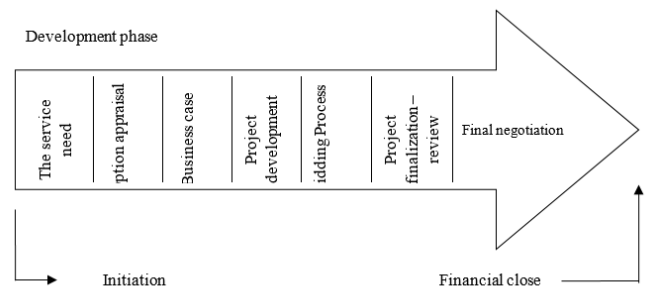
The success of the partnership according to Rondinelli (1998), the government must: (1) carry out legal reforms that are sufficient to allow the private sector to operate efficiently and effectively, (2) develop and implement clear regulations on private investors, (3) remove unnecessary restrictions in terms of the ability to compete with private companies in the market, (3) enabling liquidation or bankruptcy that cannot be commercialized or privatized, (4) expanding opportunities for the private sector to develop management capabilities, (5) creating incentives and

guarantees to protect domestic employees, (6) reforming and restructuring those that are not sold quickly, and (7) redefining the role of the government directly from production and shipping services to facilitate the regulation of service provision in the private sector.

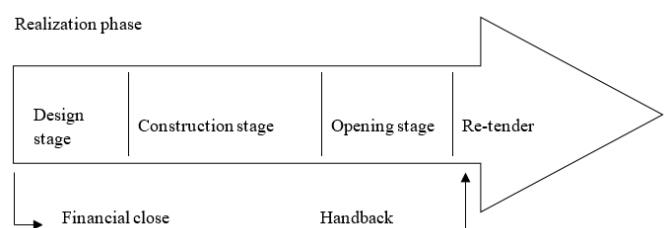
Ghare (2001) explained that there needs to be a change in the public apparatus. He mentioned that (1) it is necessary to empower public management to be more proactive in handling institutions, especially regarding the ability to think strategically, (2) more detailed negotiation skills are needed by bringing public policy in the long run.

This opinion is in line with the results of the study of Gnyawali (2001), which shows that every business (including partnership) is part of a social network where communication and negotiation are needed. While Klijn (2001) added the importance of clear and firm rules from the government in such networks. Then Pongsin (2002) more explicitly explained the role of the government in making regulations in the partnership network. According to Pongsin, partnership is an appropriate institutional tool in dealing with the failure of market mechanisms. Because the government in the partnership does not just run services but also monitors

Then regarding the stages in a partnership, Grimsey and Lewis (2004: 197) describe the following:



Source: Gremsey & Lewis (2004:197)



Source: Gremsey & Lewis (2004:197)

#### 2.5. Model and Form of Partnership

One of the partnership models of government, private, and community relations was raised by Savas based on the type and nature of goods (Savas, 2000:64-66). Savas distinguishes the provision of public goods can be done through privatization where the government involves the private sector and the public. Although the word privatization means community involvement in the supply of public goods, Savas describes a linear line to

differentiate the roles of government, private and community. Savas included three actors: pure government, private sector, and pure society. In this separation the partnership relationship only occurs two pillars, namely government and private, government and pure society.

Furthermore, Savas developed a partnership pattern between the government, the private sector and the community in providing services. Savas also distinguishes four types of goods or services, namely: pure public goods, pure private goods, toll goods, and collective goods. Based on the distribution of the four items, there are types of goods or services that may only be provided by the government (pure public goods), there are also only those that can be fully managed privately (private goods), but there are also those that are mixed, namely goods or services that are toll and collective goods.

Savas shows the spectrum of the main models, from the wider community to the private sector. However, this spectrum must not be interpreted as too rigid, because the differences are not visible and depend on individual cases.

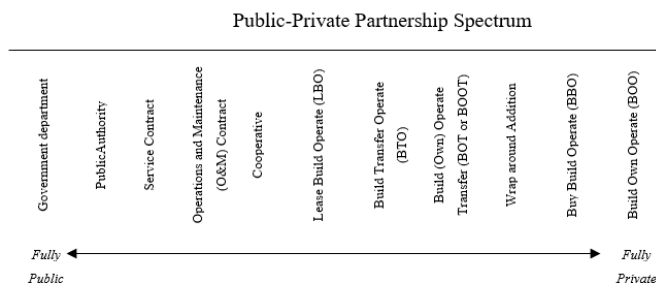


Figure 2.1. Public – Private Spectrum  
Source: Savas (2000:241)

The consequence of this division, Savas (2000:67-86) distinguishes 10 partnership institutional models as follows: (a) Government service; (b) Government vending; (c) Intergovernmental agreement; (d) Contract; (e) Franchisees; (f) Grant; (g) Vouchers; (h) Market; (i) Voluntary; and (j) Self service.

Savas not only mentions models, but also mentions forms. The partnership form proposed by Savas (2000:241-248) are as follows: (a) Build Operate Transfer (BOT) or Build Transfer Operate (BTO). Build Operate Transfer (BOT) is almost the same as Build Transfer Operate (BTO). The difference lies in the return time. BOT, the private party returns or hands over the goods/ services after having a certain period of time. While BTO, the private sector hands over goods/ services to the government after the project is completed; (b) Build Own Operate (BOO); (c) Buy Build Operate (BBO); (d) Contract Services: (1) Operations and maintenance, (2) Operations, maintenance, management; (e) Design Build (DB); (f) Design Build Maintain (DBM); (g) Design Build Operations (DBO); (h) Concession; (i) Enhanced Use Leasing (EUL); (j) Lease Develop Operate (LDO) or

Build Develop Operate (BDO); (k) Lease/ Purchase; (l) Sale/ Leaseback; and (m) Tax Exempt Lease.

The form of public-private partnerships above can be distinguished from one another based on: (a) ownership of assets; (b) Operations and asset management; (c) Capital investment; (d) Risks that occur; and (e) the duration of cooperation.

### 3. Research method

This research is a descriptive qualitative research, data collection method through observation of partnership events in the village and community government, interviews with the village government, BPD and the community about village regulations regarding employment partnerships, actors, and the implementation process, while the documents collected are in the form of agreements the result of an agreement on employment partnerships. After the data is collected then analyzed using an interactive model (Miles, Huberman & Saldana, 2014: 33-36) which includes data conditions that are sorting and selecting data on the basis of implementation, actors, implementation processes, forms and models of employment partnerships. Then the data is presented in accordance with the method of data collection by looking at several studies on partnerships and improving service quality so that conclusions can be drawn regarding the implementation of partnerships according to the focus and objectives of the study.

### 4. Results and discussion

Implementation of employment partnerships between village, private and community governments in the Gempol sub-district village,

#### 4.1. Implementation of Employment Partnerships in The Gempol District Village

Based on the results of observations, interviews and documentation data indicate that the employment partnership was carried out on the basis of an agreement through an agreement text without being supported by a strong regulatory footing from the village government. The benefits of the employment partnership can be felt by the parties, but the risk tends to the community. While the positions of the parties show equality and inequality, in coordination relations there is no intensity. Whereas seen from the role of the village government in the relationship it shows as a facilitator, implementer and administrator, while the role of the community in the partnership relationship is very dominant, namely acting as initiator, implementer, facilitator, and administrator.

Employment partnerships based on agreement agreements in the village government, are new in the provision of employment services. That means there is a change in the process and arrangement of public service provision or can be called a new new public management model (Broadbent, 1992; Denhardt & Denhardt, 2003; Savas, 2000; Grimsey & Lewis, 2004; Robinson, 2010; Olievera, 2013).

The employment partnership that has been carried out in the village government is in accordance with what was stated by Savas (2000). Whereas Savas calls the provision of services based on the nature of the management of goods and services, namely the mix can be done through partnerships.

However, the phase of the partnership in the employment services in the village administration is not in accordance with what has been delivered by Gremsey & Lewis (2004:197) who calls the partnership stages traversed by two phases which development and realization phase. The partnership partnership in the village government is very simple, namely initiation of service needs and based on cases or issues. In the absence of sufficient negotiation, design, construction, and value selection studies. Similarly Gazley and Brudney (in Dwiyanto, 2011:263), partnership of employment in the village administration has not appeared their partnership, only in the form of cooperation, through an agreement between the public-private and public-private. This agreement has not met as the partnership is meant by Gazley and Brudney, a partnership involving at least two or more parties, and at least one of which is a government agency, but in the village Summersuko cooperation undertaken by public and private course, then each party has contribute to partnership, and share authority. Indeed, the contribution and authority are not clearly explained. However, the governance approach and the authority's contribution must be aligned and ramps on three pillars, namely the government, private and public, as mentioned in the UNDP (1998) that the three components that have the same and equal relations. Furthermore, it is mentioned that this degree of similarity is very influential in efforts to create good governance, including in the provision of services. If the similarity is not comparable, then there is refraction on good governance, in the context of service there is no partnership, only cooperation.

The implementation of employment partnerships in the village government also seems different, when viewed from the service network concept. As mentioned by Ghare and Gnywali (2001) that every business (including partnership) is part of a social network where communication and negotiation are needed. Then Klijin (2001) added the importance of applying clear and firm rules from the government in the network. The study shows that communal rules in the network influence the application of policies. The importance of networks in partnerships is not just an organizational relationship, but a dependency.

Then the partnership in a democratic perspective, the relationship between the government and the community is participation in public affairs which is the joint responsibility of various parties. Active involvement of the community will encourage the government to maximize participatory value. As emphasized by Denhardt & Denhardt (2003:95-96) that the new partnership (new partnership) developed as a result of the great participation of the community.

But the reality of the involvement of the community in the partnership has not yet appeared (Kepulauan

village), the community is only placed as a service user for services built through partnerships between village and private/ industrial governments.

Employment is a public good that is toll good. This means that public goods and services must be prepared by the government to meet the needs of the community in employment. Fulfillment of community needs can be carried out jointly through partnerships/ partnerships involving the public and private sectors. This means that partnership is an arrangement whereby the private sector participates/ provides support for the provision of network-based public infrastructure (Grimsey & Lewis 2004:2). Because employment is an asset and shared service that needs regulation (Urio, 2010:26).

In partnership, it involves at least two actors, one of which is the government, there is a process of bargaining or negotiation, requires a long-term duration, each party shares authority and responsibility (Gazley and Brudney in Dwiyanto, 2011:263).

In addition, in Indonesian regulations such as Law Number 13 of 2003, it is affirmed that labor implementers are (1) government agencies responsible in the manpower sector, and (2) private institutions incorporated, Law Number 6 of 2014 concerning Villages. Article 91, villages can also establish cooperation with other villages and/ or cooperation with third parties (non-governmental institutions; private and community) in labor affairs, Minister of Home Affairs Regulation No. 38 of 2007, village cooperation with third parties stipulated by collective agreement, Pasuruan Regency Local Regulation Number 2 of 2010 states that cooperation with third parties can be carried out with government or private or individual agencies in accordance with the object being cooperated. One such object is the problem of labor, and Article 20 paragraph 2, Article 26 of the Regional Regulation of Pasuruan Regency No. 22 of 2012 confirms that job information is available to the village government where the company domiciles and prioritizes local employment opportunities.

The various views mentioned above, both terrorist and normative, concerning employment services through cooperation/ partnership, therefore, bring consequences on the role and authority of each party in organizing cooperation.

#### *4.2. Form and model of the Employment Partnership in the Gempol District Village*

The community has an initiator role in the partnership process, but the form of partnership cooperation can be said to be similar to the build own operate (BOO), where the private sector builds and operates the employment service without having to return to the village government. From an institutional standpoint it can be said as a free-market model, by initiating an agreement then implementing, the community sets the rules of the game while carrying out the services provided, the private sector provides services in the form of employment opportunities, labor demand and absorption of industrial workers, while the

village government acts as facilitator of the agreement process. Not only the free-market model, there is also a franchise model, wherein in this model the government determines as well as makes policies, the private sector acts as a service provider, and the community acts as a service user who has to pay for it.

The conditions for the implementation of employment partnerships (market perspective) appear in the village of Kepulungan, when the community has a strong desire to become a workforce, the improvisation of the village government as a form of intervention makes an agreement with the private sector/ company. This has resulted in the partnership being dominated by the village government. In other words, developing policies are still colored by market reasons. The village government is deemed inefficient and effective, so that it is necessary to improve service administration, on the other hand the village government is too dominant and makes the community's space to be narrow. Therefore, in this condition, a change of model is needed in partnership.

The partnership conditions in this perspective occur in the village of Summersuko, the desire and initiation of the community to be able to become industrial workers so that they want to cooperate with the private sector, the government is limited to the facilitation role. This perspective places the management and arguments of the government to partner with the public and the private sector.

Based on the findings, the partnership that has been public-private is similar to the form of joint BOO (build own operate), a form of public-private cooperation where the private sector builds and operates employment services without having to return to the government. The government surrenders rights and responsibilities to the private sector (Savas, 2000:244-247). In terms of institutional partnership in the village of Summersuko is a free-market model, meaning that the community sets the rules of the game and carries out services provided, the private sector provides services, the government does not play a role at all (Savas, 2000:84).

Judging from partnership actors, in Summersuko villages are community groups (teams) and private. This is quite different from what was stated by Gremsey & Lewis (2004:11-14) that those who play a role in partnership are (a) government; (b) regulatory bodies; (c) cooperative business entities; (d) sub-contractors; (e) consultants; and (f) rating agencies.

While the form of employment partnership in the village of Kepulungan can be said to be a form of cooperation BOO (build own operate), is a form of public-private cooperation where the private sector builds and operates employment services without having to return to the government. The government surrenders rights and responsibilities to the private sector.

Judging from the institutional partnership, in the village of Kepulungan is a franchise model, a government model for setting policies, the private sector acts as a service provider, and the community acts as a

service user who has to pay for it. In terms of actors, partnership cooperation is government and private.

If this is seen from the characteristics of the partnership according to Lewis & Gremsey (2004:13), then the characteristics of sharing, sharing responsibility and risk do not exist. Likewise, what has been presented by Dwiyanto (2011:256) by mentioning the equal position of the parties, sharing the benefits and risks, and combining the implementation also does not show that the form of BOO cooperation is not a partnership. Savas also acknowledged that BOO cooperation forms tend to be fully private (Savas, 2000:241).

When cooperation does not reflect the characteristics of the partnership, it can be ascertained that cooperation is more directed to privatization and privatization, because partnership is an innovative approach to improve the quality of public services. This was stated by Kyei & Chan (2016) who said partnerships were considered as an innovative approach that offered good prospects for the future.

While the results of research on the collaboration model in Summersuko village show a free-market model. Cooperation that begins with an agreement or mutual understanding between the community and the private sector. Existing partnership partnerships are community groups (teams) and private (Summersuko villages). While in the Kepulungan village the cooperation model is a franchise model, implementing partnership partnerships is government and private. Both models were mentioned by Savas in privatization and public private partnerships (2000:67).

Each activity requires a legal basis as a basis for carrying out it, including cooperation or partnership. The legal basis for partnership cooperation in the village of Summersuko is in the form of a joint agreement as outlined in the text of the agreement between the private and private sectors. Whereas the agreement between the village-private government in the village of Kepulungan was not stated in an agreement text. It is not stated in detail that cooperation or partnership must begin with an agreement, but cooperation or partnership must go through an agreement.

The legal footing in the two villages is a very weak foundation. Without a formal regulation made by the village government that regulates it, it is certain that cooperation or partnership is weak and tends to be unsuccessful. Rondinelli (1998), Klijin (2001) states that clear and firm rules are needed for the success of public-private partnerships. This was corroborated by Gremsey & Lewis (2003:2), Urio (2010:26), and Kyei & Chan (2016) which mention public-private partnerships as an arrangement for public service provision and an innovative approach to the future.

The implementation of partnership cooperation that occurs is the position of the parties is not equal or not sloping, the private sector is more dominant than the government or the community, lack of intensity in coordination, benefits can be felt together but the risk is more dominant in the community/ service users, the role of the village government is limited in the facilitation

and administration roles, it has not entered the service management system operationally. While the role of the community is quite visible (Sumbersuko village) seen as initiation, efforts/ efforts to cooperate, as well as the implementation of cooperation. However, on the other hand, the community is still considered as a party to gain profit/ benefit from the availability of services by the government.

These various inequalities have led to collaboration that cannot be said to be a collaboration partnership, and have an impact on the quality of services provided. With the large number of industries in rural areas, it must be able to provide opportunities and absorption of industrial workers.

## 5. Conclusion

The conclusions of the results of this study indicate that the basis for the implementation of employment partnerships in the village area is based on an agreement through an agreement on the opportunity and absorption of industrial labor. In the process of implementing partnerships there is no incorporation of implementation resources, the role of each party is not equal or sluggish, as well as the benefits and risks arising from partnerships. This has implications for the quality of services provided in employment so that it is unable to change labor conditions in the industrialization area.

Therefore, in the context of industrialization in the village area, cooperation built on strict regulations, networking, high coordination intensity, merging implementation, sharing benefits and risks and equality of position of each party will bring collaboration partnerships to improve the quality of public services.

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