

THE ANALYSIS OF PARTNERSHIP STRATEGY BETWEEN THE GOVERNMENT AND NON-GOVERNMENT INSTITUTIONS TO ENHANCE ECONOMIC DEVELOPMENT IN EAST JAVA

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ABSTRACT

East Java as one of the provinces in Indonesia is currently facing a wide variety of programs and goals of development in various fields and in different areas which becomes a major commitment from the government. Equitable development is also highly coveted by all the people of East Java. With the distribution of development, it is expected to be able to support public economic activities, so that the welfare and prosperity of the community can be increased along with the development of an increasingly global economic. Cooperation between local government and partnerships with non-governmental organizations, especially the International Institute is a breakthrough that can be done in order to support regional development. In addition, private sector and community involvement in development in line with the principles of good governance or good governance which today has become a global trend or tendency as a model in governance in general. Good governance emphasize that the implementation of the State governance is necessary to balance the interaction and engagement between government, business and public. The purpose of the study: identification of problems in the preparation of partnership strategy with non-governmental organizations identify a variety of potential development that could be done in partnership with NGOs), conducting evaluation of the implementation of partnership programs, performing analysis and mapping programs and activities of non-governmental organizations, developing strategies stages of planning programs and activities undertaken non-governmental organizations and synergizing programs of non-governmental organizations (donors and NGOs) with a regional development policy for East Java Province. This type of research is quantitative descriptive and qualitative and uses two methods that are interrelated in form of SWOT analysis that is used to determine the strategic planning partnership between the Government and international agencies in the province of East Java and ANP method used to determine alternative strategies Partnership between the Government and international agencies in the province of East. The results are partnership between the Government of East Java with Non-Government Organization (international agencies) have been running. Yet, there are several obstacles that still must be resolved so that the function of coordinating and monitoring the implementation of international agencies running the program in accordance with the legislation power, one of the purposes of the partnership with international institutions is to support the financing of the construction of the East Java province. It can not be measured optimally due to data / information related to international aid agencies is not recorded properly and with the findings in the field are very diverse (both from the government and from the International Institute) will require a strategy accompanied by other steps in response to the concrete problems that occur.

Key words: partnership strategy, economic development

1.1 Background

East Java as one of the provinces in Indonesia is currently facing a wide variety of programs and goals of development in various fields and in different areas which becomes a major commitment from the government. Equitable development is also highly coveted by all the people of East Java. With the distribution of development, it is expected to be able to support public economic activities, so that the welfare and prosperity of the community can be increased along with the development of an increasingly global economy.

Cooperation between local government and partnerships with non-governmental organizations, especially the International Institute is a breakthrough that can be done in order to support regional development. In addition, private sector and community involvement in development in line with the principles of good governance or good governance which today has become a global trend or tendency as a model in governance in general. Good governance emphasize that the implementation of the State governance is necessary to balance the interaction and engagement between government, business and public.

The description of East Java development is the elaboration of national development, in the national development goals of which outlines global development paradigms such as the Millennium Development Goals (MDGs) is a commitment to address the issues of poverty, development, human rights, environment, and global cooperation. Among the objectives of the MDG goal of building a global partnership for development with the hope to achieve by doing activities such as: figuring out the foreign debt problems through national and international measures in order to manage sustainable foreign debt in the long term, cooperation

with developing countries in developing and implementing strategies for creating decent and productive work for young people. And working with the private sector to take advantage of new technologies, especially information and communications technologies.

The programs and activities are the regional development priorities, yet, the government is unable to fund such as the provision of facilities or strategic infrastructure that can improve the competitiveness of the region and the provision of basic public services, the policy development funding is directed by involving the public and business and non-governmental organizations or international institutions through cooperation in development financing schemes including cooperation partnerships with institutions Non other government both domestic institutions and international institutions, this partnership is directed to the implementation of programs, activities in accordance with the local culture and supporting the priority program areas as well as to stimulate the transfer of technology and behavior change better in the community.

A sustainable national development effort is undertaken by the government points to the fact that the Indonesian economy has bounced back since the Asian financial crisis. This can be achieved not only because of the role of government alone, but is the result of cooperation and synergy between government and community groups and the Non-Government Organization (donors and NGOs). Therefore, the government is very aware of the important role of non-government organizations.

While it is currently Institutions Non-Government (donors and NGOs) that have programs and activities were recorded in East Java Province, about 24 of Non Government (international institutions), but the corresponding records from the central Administration of Foreign Cooperation Ministry approximately 54 Institutions Non Governments (donors and NGOs) in East Java, so that the necessary policies so that all Non-Government Organization (international institutions) undertaking activities in East Java recorded and reported the activity to the Provincial Government of East Java.

Discussing relations of Non-Government Organization (international institutions) and the government, it can not be separated from the question of power relations. In conjunction with the power, the partner development has three different roles. First is a countervailing power and second, as a community empowerment movement. This role is realized through the action of institutional capacity development, productivity, and independence of community groups, including developing public awareness to build self-reliance, independence, and participation as citizens. This role is generally done by means of education and training, organization and community mobilization; third, as an intermediary (intermediary institution). This role is done to seek to mediate the action that is the relationship between society and the government or the state, between society and development partners and between the partners themselves with community development. This role is generally realized by way of lobbying, coalition, correspondence, assistance, and cooperation between actors. The third category illustrates the diversity of the role of partner development.

1.2 Purpose Of The Study:

1. Identification of problems in the preparation of partnership strategy with non-governmental organizations (donors and NGOs) in East Java province which have been recorded as well as institutions that have not been recorded yet been conducting in East Java.
2. To identify a variety of potential development that could be done in partnership with non-governmental organizations (donors and NGOs) in East Java;
3. Conducting evaluation of the implementation of partnership programs that have been carried out non-governmental organizations (donors and NGOs) in East Java;
4. Performing analysis and mapping programs and activities of non-governmental organizations (donors and NGOs) in East Java;
5. Developing strategies stages of planning programs and activities undertaken non-governmental organizations (donors and NGOs) in East Java;
6. Synergizing programs of non-governmental organizations (donors and NGOs) with a regional development policy for East Java Province.

1.3 Output

The output of the partnership strategy activities between East Java Government with non-governmental organizations (donors and NGOs) at least produce:

1. The data base that describes the characteristics of the problems in the implementation of partnership strategy between the provincial government with non-government organizations (donors and NGOs);
2. Identification map of a variety of potential development that could be done in partnership with non-governmental organizations (donors and NGOs);
3. The results of evaluation of the preparation of strategy between the Provincial Government with non-governmental organizations (donors and NGOs) in East Java during the past 3 years;
4. Recommendations strategy of planning partnership between the Provincial Government with non-governmental organizations (donors and NGOs) in East Java;
5. The existence of cooperation mechanisms in the planning, implementation, and evaluation of programs and activities carried out non-governmental organizations (donors and NGOs).

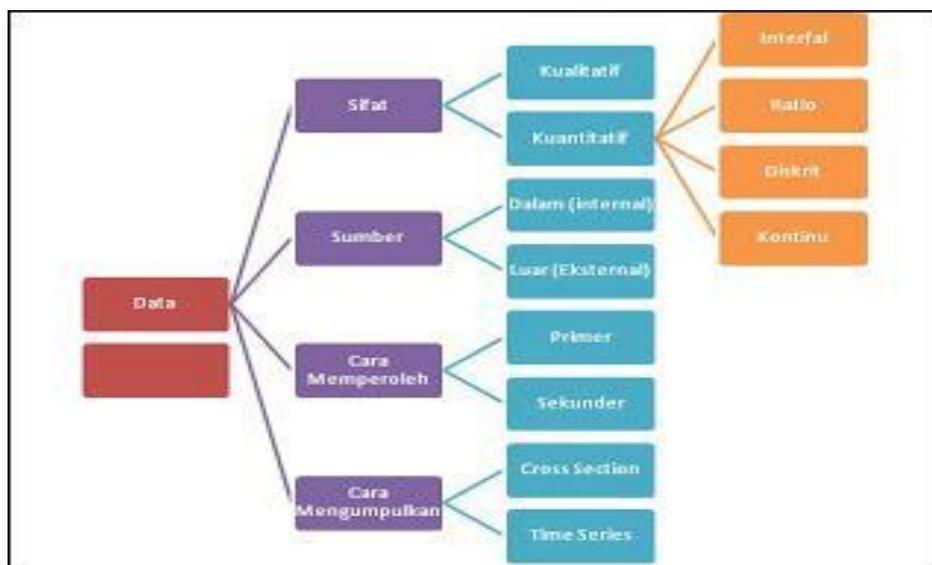
2. Research Methodology

2.1 Research Design

This type of research is quantitative descriptive and qualitative. According to Arikunto (1990) descriptive study is not intended to test a particular hypothesis, but only describe the "what" of variables, symptoms or conditions. Descriptive research is a study conducted with the primary objective to provide a picture or a description of a situation objectively. According to Sukmadinata, NS (2011), descriptive study is aimed to describe or illustrate phenomena that exist, both phenomena that are natural or human made.

This study was conducted through primary and secondary data collection on the subject that is the entire stakeholder involved in the Partnership Cooperation between the Government of East Java with Internasionan Institute. Then, it is coupled with the results of consultation with stakeholders substance is also expected to be collected primary data information as the assessment materials. The use of primary and secondary data in this study is expected to enrich the results of the study so as to answer the research objectives that have been set. The analytical method used is descriptive through information gathering from primary and secondary data then analyzed by using research problems.

Figure 2. 1 Research Design



2.2. Data Collection Techniques

The study was conducted by using non-experimental method in form of descriptive exploratory, field observations (observation) and literature in order to collect the necessary data. Data collected included primary data (interviews) and secondary (documents, data, and files). Data collection technique that has been implemented is:

1. Primary Data

Primary data is data obtained directly in the field / straight from the source. This data was obtained through observation, interviews, and distributed questionnaires, and others. Since the beginning of designing this study, it has been agreed upon that the participatory nature of the study is. In principle, a more participatory approach to provide time and space for two-way discussion between the assessment team with the respondents.

2. Secondary Data

Secondary data were obtained from the literature study in the form of literature, written sources or documents that have relevance to this study. Secondary data were obtained from books BAPPEDA Propivinsi East Java and other agencies associated with this study to determine strategies for partnership between the Government and donor agencies and NGOs in East Java province.

2.3 Data Analysis Technique

This study uses two (2) methods that are interrelated in form of SWOT analysis that is used to determine the strategic planning partnership between the Government and international agencies in the province of East Java and ANP method used to determine alternative strategies Partnership between the Government and international agencies in the province of East Java.

Technical Analysis

1. SWOT Analysis

SWOT analysis is considered important because through the SWOT analysis is obtain the available data and information on the alternatives, the strategy used in the decision making process. A failure to analyze it according Salusu (1996) is to fail in finding the relation between the intersections of strategic factors in the internal environment and contained in the external environment. SWOT analysis (Strength, Weakness, Opportunity, and Threat) is an analytical tool that is used to identify the various factors that influence in formulating strategies of organization (Lipinski, 2002; Rangkuti, 2006). Various external environmental factors that affect the organization as compared to factors internal environment of the organization to get a variety of alternative strategies according to the results of the SWOT matrix formulation (Rangkuti, 2003; Dyson, 2004; Rangkuti 2006).

There are two SWOT analysis used in this study:

- a. A qualitative approach of SWOT matrix as developed by Kearns displays eight boxes, the two top is a box of external factors (opportunities and challenges) while the two boxes to the left are the internal factors (strengths and the disadvantage). Four other boxes are a box of strategic issues that arise as the result of a meeting point between internal factors and external.

EKSTERNAL INTERNAL	OPPORTUNITY	TREATHS
STRENGTH	<i>Comparative Advantage</i>	<i>Mobilization</i>
WEAKNESS	<i>Divestment/Investment</i>	<i>Damage Control</i>

Source: Hisham, 1998
Figure 3.3 SWOT Analysis Model

Description:

Cell A: *Comparative Advantages*

This cell is a meeting of two elements of strength and opportunities in order to give possibility for an organization to be able to develop faster.

Cell B: *Mobilization*

This cell is an interaction between threats and force. Here should be mobilization of resources which is the strength of the organization is to soften the threat from outside, even then transform that threat into an opportunity.

Cells C: *Divestment / Investment*

This cell is an interaction between organizational weaknesses and opportunities from the outside. Situations such as these provide an option in situations blurred. Opportunities are available very convincing but can not be used because there is not enough power to work on it. Choice of the decision is (remove the opportunities that exist for the benefit of other organizations) or to force it to work opportunities (investment).

Cells D: *Damage Control*

This cell is the weakest conditions from all cells because it is a meeting between the organization's weaknesses with external threats, and therefore wrong decision would bring a great disaster for the organization. Strategies that should be taken is Damage Control (controlling losses) so it does not become more severe than expected.

2. ANP Analysis

Analytical Network Process is a method used to solve the problems of Multi-Criteria Decision Making (Saaty, 2006; Singgih 2009). This method can be used to represent the degree of importance of various alternative solutions based on consideration of the relationship between criteria and sub criteria exist (Saaty, 2006; Sapto, 2008; Suswono, 2010). At the ANP network, it is referred to as cluster level which can have a criteria and alternatives therein. There is a node in the cluster can be associated with other nodes (Ascarya, 2005; Saaty, 2006).

ANP is one of the methods of decision making based on the number of criteria or Multiple Criteria Decision Making (MCDM) developed by Thomas L Saaty. This method is a new approach to qualitative methods is a further development of the previous method of Analytic Hierarchy Process (AHP) (Cape and Devi, 2013: 214). ANP excess of the other methods is its ability to assist decision makers in making the measurements and the synthesis of a number of factors in hierarchical or network. Many advantages of the new method introduced by Saaty, which among others is the simplicity of the concept has to offer. According to Saaty (Cape and Devi, 2013: 214) of the simplicity of the method makes ANP becoming more common methods and more easily applied to the qualitative study are diverse, such as decision making, forecasting (forecasting), evaluation, mapping (mapping), strategizing, allocation resources and so forth.

3. Discussion

In the field of health, education, and the environment, Indonesia still faces significant challenges. The quality of health services is still lagging behind and the rate of infectious disease remains high. Tuberculosis (TB) caused the death of about 65,000 people in Indonesia per year (WHO, 2013). Access to higher education shows a significant gap when assessed by income level; access to secondary education and higher education are still rendahbila compared with countries in the same region as China, Malaysia, and Thailand (World Bank, 2012). Gender inequality continues to exist and women continue to face discrimination in access to education. Women tend to have jobs that do not provide security as compared to the employment of men; women receive fewer social benefits, have fewer economic assets, and not participate fully in a position of leadership in the public and private sectors.

Indonesia is prone to severe climate-related pressures such as floods, fires, droughts, and storms, which is 80 percent of natural disasters. The Asian Development Bank estimates that the impact of climate change took about 2.5 to 7 percent of GDP in 2010. The maternal mortality rate in Indonesia is among the highest in Southeast Asia and Indonesia can not achieve the MDGs (Millennium Development Goals / MDGs) for health mother and child. A rapid environmental degradation and frequent natural disasters puts Indonesia as a high-risk countries affected by climate change. Deforestation produces 80 percent of Indonesia's carbon emissions per year, and rising steadily. From the problems above, it is considered necessary to participate in a competent international foreign institution in each field to be involved in helping to overcome the problem above. East Java as the second largest province after Jakarta also experienced conditions that have similar problems. Therefore, some partnership program was initiated in an effort to increase competitiveness and support the community in national development, and the development of East Java in particular.

Talking about the international institutions that exist, we must first distinguish several types and scope of international institutions in Indonesia. First, international organizations are organizations under the United Nations or set of countries, such as: ILO, UNICEF, UNESCO, UCLG, ASEAN, South KS, Word Bank, ADA, and many others. The second, is the international institution which arise due to the collaboration between the State, such as JICA, CIDA, USAID, AusAID, GIZ and others. And the third is a Non Governmental Organization (NGO) International, include: Plan, Care, Veco, Icco and others.

Further speaking about international institutions associated with the grant of this, there are two types: direct grants and planned grants. Direct grant is a gift from donor countries in many kind of activities that have been prepared and are determined prerogative by the donor countries. Although it is still possible discussions and input from the receiving State related things that are needed by a State. While the planned grant is a grant that activity / form of grants that is proposed by the State / receiving areas.

Table: Matrix Internal analysis

INTERN ANALISIS	
<i>Strength</i>	<i>Weakness</i>

<ul style="list-style-type: none"> a. There are 25 (twenty five) legislation which is the basis, regulate and authorize local governments to carry out cooperation with international institutions. b. Based on interviews with informants and respondents strongly felt and would like to be able to do partnership with international institutions. c. East Java has 38 district / City which is the largest number in Indonesia d. Government Bureaucracy networks fairly stable from the Provincial Government to the lowest level e. Forum Musrenbang already underway at each level of bureaucracy 	<ul style="list-style-type: none"> a. Several ministerial regulations were issued and accompanied by implementation guidelines and technical instructions as if they collide and overlap with existing regulations b. Very limited forums for socialization in Local Government, especially on forms Partnership with International Institutions. c. Less inequality in areas that receive assistance program of the International institute. d. Coordination between levels of bureaucracy functions still weak and there has been no standard operating procedures that regulate the presence of international institutions in East Java, causing the chain length of the existing bureaucracy e. The involvement of international organizations is not in their program inserted in the Musrenbang Forum
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Table : Extern Analysis Matrix

EKTERN ANALYSIS	
<i>Opportunities</i>	<i>Threats</i>
<ul style="list-style-type: none"> a. Based on Law No. 23 2014 which confirms that the Governor is the Regional Representative of the Central Government in truly maximized its role in establishing a partnership with international institutions b. Under Regulation No. 3 In 2008 the Regional Government can do and meperluas Cooperation with international institutions c. The more numerous and varied forms of program that will be provided by international institutions. 	<ul style="list-style-type: none"> a. Program of the International Institute usually predetermined (given) by the Centre or the international organization itself Lack of knowledge, understanding and implementation of the Regulation No: 3 of 2008 at the level of local government (Passive). b. Local Government with Bureaucracy network is less active for menjeput opportunities from international institutions.

Determination of the basic concept of the preparation of SWOT strategy analysis was done based on the assessment (weighting) using IFAS-EFAS analysis for each of the factors, then the results of the assessment (weighting) are displayed in the form of quadrants that will determine the next strategy. Ways of determining Factor Internal Strategy (IFAS) and External Factor Strategy (EFAS) is:

Column 1 composed of 5-10 factors strengths, weaknesses, opportunities, and threats of strategic partnerships with international institutions:

- a. Each factor in column 2 were given a factor ranging from 1.0 (extremely important) to 0.0 (not important). (All the weight amount does not exceed a total score of 1.00);
- b. Rating is calculated for each factor by providing a scale ranging from 4 (outstanding) to 1 (poor) based on the influence of these factors on the condition of the location of the planning is concerned;

- c. The variables are positive (all variables are categorized strength) rated ranging from +1 to +4 (very good) by comparing them with the average of other regions or with a major competitor. While the variable negative, if the weakness of the study sites immense compared with the average of other regions, the value is 4, whereas if the weakness of the study area is below the average of other regions, its value is 1. The weights are multiplied by the weighting factor to obtain a rating. The result is a weighted score for each factor whose value ranged from 4.0 (outstanding) to 1 (poor);
- d. Column 5 is used to provide comments or notes why certain factors selected and weighted scores calculated how; and the weighting scores are summed to obtain a total score weighting for priority partnership strategy with international institutions. The total value of showing how certain strategies react to internal strategic factors.

Table 6.4 Analysis of IFAS (Internal Strategic Factors Analysis Summary)

Intern Strategy Factors	Description	Value	Rating	Value x Rating
Strenght	There are 25 (twenty five) legislation which is the basis, regulate and authorize local governments to carry out cooperation with international institutions.	0,1	3	0,3
	Based on interviews with speakers and respondents strongly felt and would like to be able to do partnership with international institutions.	0,2	4	0,8
	There is 38 districts./cities in East Java which make it the biggest all over Indonesia	0,1	4	0,4
	a. Government Bureaucracy networks fairly stable from the Provincial Government to the lowest level	0,1	3	0,3
	Forum Musrenbang already underway at each level of bureaucracy	0,2	3	0,6
	TOTAL	0,7	-	2,4
Weakness	Some rules ministries issued and accompanied by implementation guidelines and technical instructions as if collide and overlap with existing regulations	0,1	3	0,3
	Limited socialization forum for the regional government mainly about the form of cooperation with international organization	0,1	2	0,2
	Less inequality in area assistance program of the International institute.	0,2	3	0,6
	Coordination between the bureaucratic ladder functions still weak and there has been no standard operating procedures that regulate the presence of international institutions in East Java, causing the chain length of the existing bureaucracy	0,2	2	0,4
	The involvement of international institutions yet in entering them in the program Musrenbang Forum	0,1	1	0,1

	TOTAL	0,7	-	1,6
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Sources : Data Analysis Result

Extern Strategy Factors	Description	Value	Rating	Value x Rating
Opportunity	Based on Law No. 23, 2014 which confirmed that the governor is the Regional Representative of the Central Government in truly maximized its role in establishing a partnership with international institutions.	0,3	4	1,2
	Under Regulation No. 3 In 2008 the Local Government can do and widen ut the cooperation with international institutions	0,2	3	0,6
	The more numerous and varied form of program that will be provided by international institutions.	0,2	3	0,6
	TOTAL	0,7	-	2,4
Threat	Program of the International Institute usually predetermined (given) by National or international institution itself	0,3	3	0,9
	Lack of knowledge, understanding and implementation of the Regulation No: 3 of 2008 at the level of local government (Passive).	0,2	2	0,4
	Local Government Network Bureaucracy is less active to pick the opportunities of international organizations	0,2	3	0,6
	TOTAL	0,7	-	1,9

Based on the weighting above, it can be seen the value of X and Y: Axis X = POTENTIAL (Strength) - PROBLEM (Weakness)
 $= 2,4 + (- 1,6)$
 $= 0,8$
 Y axis = Opportunity + Threat
 $= 2,4 + (-1,9)$
 $= 0,5$

2. Analysis of ANP

Analytical Network Process is a method used to solve the problems of Multi-Criteria Decision Making (Saaty, 2006; Singgih 2009). This method can be used to represent the degree of importance of various alternative solutions based on consideration of

the relationship between criteria and sub criteria exist (Saaty, 2006; Sapto, 2008; Suswono, 2010). ANP excess of the other method is its ability to assist decision makers in making the measurements and the synthesis of a number of factors in hierarchical or network.

Table: Results of the ANP Analysis

No	Alternative Strategy	Value	ANP Scale
1	Running a control mechanism to exercise control so that cooperation with international institutions in harmony with development planning.	0,272	9
2	Creating SOP easy to apply and remove the impression that membeli cumbersome bureaucracy.	0,229	8
3	Using the existing regulation in order to motivate the Local Government seek cooperation opportunities with international organizations in accordance with the needs that have been planned through Musrenbang forum.	0,136	7
4	Conducting intensive communication with the Central Government (Ministries and Agencies) for information entry of international institutions in East Java immediately detected (e-office system).	0,127	6
5	The location offers the implementation of the activities / programs of international organizations in the areas that really need.	0,124	5
6	To communicate directly with international institutions because, according to legislation has opened space to (direct) direct cooperation with international institutions.	0,112	4
Total		1	-

Based on data analysis using SWOT and ANP that were shown a selection of strategies that can be done by the Provincial Government of East Java are as follows:

1. Run the control mechanisms to exercise control so that cooperation with international institutions in harmony with development planning.

Explanation: This strategy is based on the data in the field is required by the Provincial Government as a mechanism to determine: a). how many international agencies active in East Java; b). what percentage of international aid agencies in helping shortage of development financing comes from the budget; and c). programs and activities of international institutions aligned with the planning through:

- a). Maintain and enhance the role and functions of the Communication Forum of DevelopmentPartners of existing as a media coordination with the Provincial Government of East Java;
- b). Involve every member of the development partners / international agencies in planning forum at the provincial level in order to align all programs and activities to be implemented by international agencies asking international institutions to be transparent in the preparation of financing aid for East Java in order to meet the needs of public information on the percentage international agencies contribute to the shortage of budget financing.

2. Create a simple applicable SOP and eliminate the impression that it is complicated bureaucracy.

Explanation: preparation of Standard Operating Procedures by the Provincial Government of East Java, which is coordinated by the Bureau of Administrative Cooperation and the East Java Provincial Secretariat of Financing Development BAPPEDA East Java is in order to support the first strategy and to evaluate the role of international institutions in East Java.

5. Conclusions And Recommendations

Conclusion of the results of the Strategy for Partnership with Non-government agencies in East Java province is as follows:

1. Partnership between the Government of East Java with Non-Government Organization (international agencies) have been running. Yet, there are several obstacles that still must be resolved so that the function of coordinating and monitoring the implementation of international agencies running the program in accordance with the legislation power.
2. One of the purposes of the partnership with international institutions is to support the financing of the construction of the East Java province. It can not be measured optimally due to data / information related to international aid agencies is not recorded properly.
3. With the findings in the field are very diverse (both from the government and from the International Institute) will require a strategy accompanied by other steps in response to the concrete problems that occur.

Suggestion:

Based on the data analysis and studies conducted by using SWOT and ANP were shown a selection of strategies that can be done by the Provincial Government of East Java are as follows:

1. Run the control mechanisms to exercise control so that cooperation with international institutions in harmony with development planning.
2. Create a simple applicable SOP and eliminate the impression that there is complicated bureaucracy.
3. Using an existing regulation to motivate the Local Government seek cooperation opportunities with international organizations in accordance with the needs that have been planned through Musrenbang forum.
4. Intensive communication with the central government (Ministry and Institute) for information entry of international institutions in East Java immediately detected (by using e-office system).
5. Offer the Location Implementation of activities / programs of international organizations in the areas that need it most.
6. Communicate directly with international institutions because according to legislation has opened space to (direct) direct cooperation with international institutions.

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