

Patterns of Stakeholder Relationships in the Implementation of the Tomira Partnership Program in Kulon Progo

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Abstrak

TOMIRA merupakan singkatan dari Toko Milik Rakyat yang muncul sebagai reaksi atas maraknya pertumbuhan toko modern berjejaring atau waralaba di tengah masyarakat terutama di Kabupaten Kulon Progo. Perkembangan toko modern berjejaring atau waralaba tersebut dianggap sebagai ancaman atas keberadaan pasar tradisional jangka panjang yang dalam hal ini mencakup koperasi dan UMKM. TOMIRA menjadi suatu program kemitraan antara koperasi, UMKM dan perusahaan besar toko modern berjejaring yang didukung oleh pemerintah Kabupaten Kulon Progo sebagai upaya untuk memberikan solusi atas keberlanjutan koperasi dan UMKM di masyarakat. Namun, program kemitraan TOMIRA ini pada kenyataannya masih memiliki berbagai kekurangan terutama dalam aspek peran dan pola hubungan stakeholder yang terlibat. Oleh karena itu, tujuan dari penelitian ini adalah untuk mengkaji pola hubungan yang terjadi antara stakeholder yang terlibat dalam pelaksanaan program kemitraan TOMIRA sehingga program ini diharapkan dapat memiliki tingkat keberhasilan tinggi dan bermanfaat bagi berbagai pihak kedepannya.

Kata kunci: Implementasi; TOMIRA (Toko Milik Rakyat); Stakeholder; Pola Hubungan

Abstract

TOMIRA stands for People's Owned Stores, which emerged as a reaction to the widespread growth of modern networked or franchised stores in the community, especially in Kulon Progo Regency. The development of modern network stores or franchises is considered a threat to the long-term existence of traditional markets, which in this case include cooperatives and micro, small and medium enterprises (MSMEs). TOMIRA is a partnership program between cooperatives, MSMEs, and large networked modern shop companies supported by the Kulon Progo Regency government in an effort to provide solutions for the sustainability of cooperatives and MSMEs in society. However, the TOMIRA partnership program still has various deficiencies, especially in terms of the roles and relationship patterns of the stakeholders involved. Therefore, the purpose of this study is to examine the pattern of relationships that occur between stakeholders involved in the implementation of the TOMIRA partnership program so that this program is expected to have a high success rate and be beneficial to various parties in the future.

Keywords: Implementation; TOMIRA; Stakeholders; Relationship Patterns

INTRODUCTION

Partnerships have been identified as a new form of global governance with the potential to bridge multilateral norms and local actions by involving diverse actors in civil society, government, and business (Bäckstrand, 2006). In this context, partnerships solve government failures in addressing societal issues such as economic development, education, health, poverty alleviation, community capacity building, and environmental sustainability (Selsky & Parker, 2005). Dhillon explains that collaboration in partnership implementation can be considered as the sum of $1+1+1 = 3$ (Dhillon, 2009). However, the main issue is how to effectively ensure the community and various parties' participation. For example, to what extent can the community influence government decisions or 'empower' individuals and communities to achieve efficient partnerships (O'Faircheallaigh, 2010). This is driven by the belief that individuals and organizations working together can achieve greater results. The potential for partnerships underpins the TOMIRA (*Toko Milik Rakyat*, which translates to People's Shop) partnership program, which the local government of Kulon Progo Regency is currently developing.

TOMIRA is regulated under Kulon Progo Regency Regional Regulation No. 11 of 2011 on "Protection and Empowerment of Traditional Markets and Arrangement of Shopping Centers and Modern Stores", which states that TOMIRA is one of the partnerships being developed by the local government. The Kulon Progo Regency government has decided to partner a large modern retail chain with cooperatives, and micro, small, and medium enterprises (MSMEs) as a win-win solution to the sustainability issues faced by cooperatives and MSMEs in the community due to the prevalence of networked or franchised modern stores. The problem is further complicated by the lack of innovation among cooperatives to pioneer economic movements within the community. Similar challenges are faced by MSMEs, which cannot develop their businesses independently and have yet to take over the community's economic sector.

Based on data from the Cooperative and MSME Office of Kulon Progo Regency, most cooperatives in the area are predominantly involved in savings and loan cooperatives with very slow profit turnover, leading to frequent losses. A similar situation exists for micro, small, and medium enterprises (MSMEs), which face conventional challenges such as capital, knowledge, distribution, and consumer trust. The Kulon Progo

Regency Government aims to improve the conditions of cooperatives and MSMEs through the TOMIRA partnership program. Consequently, cooperatives can transition from savings and loan activities to more independent operations in the real sector, while MSMEs can enhance the quality of their small and medium-sized enterprises to a higher level than before. In alignment with the objectives of the TOMIRA partnership program, TOMIRA seeks to empower the local economy through collaborative efforts, providing support and strengthening related to the tangible implementation of the Bela Beli program in Kulon Progo Regency (WidiHarto, 2017). These goals are explicitly outlined in the Memorandum of Understanding (MoU) and Letter of Intent (LoI) agreed upon by the local government, modern store companies, cooperatives, and MSMEs.

However, researchers have identified several issues that significantly affect the success of the TOMIRA partnership program, diverging from initial agreements. These include TOMIRA management being often dominated by franchise modern stores, inadequate socialization by the local government, and differing motives and interests among the involved stakeholders. On one hand, stakeholders heavily influence the economy through policies that shape and reshape markets. On the other hand, economic actors, especially when they can engage in sustained collective action on behalf of shared interests, have substantial and lasting impacts (Hacker, 2010). This creates a gap in stakeholder relationships, resulting in some parties' inability to fully implement previously agreed commitments. Therefore, this study aims to identify the patterns of relationships among stakeholders involved in the early stages of implementing the TOMIRA partnership program. The research employs the stakeholder analysis theory from Missonier and Loufrani-Fedida, which is crucial for examining issues related to program failures that experts generally attribute not to ineffective project or program management practices, but rather to inappropriate social interactions among the program's stakeholders (Missonier & Loufrani-fedida, 2018).

This study aims to provide the best input and output for the implementation of the TOMIRA partnership program in Kulon Progo Regency by focusing on stakeholder relationship patterns involving various poles, such as cooperatives and MSMEs, modern franchise stores, and the Cooperative and MSME Office of Kulon Progo Regency as a representative of the local government. Despite ongoing evaluations and critiques of the

TOMIRA partnership program, this research emphasizes that the success of such a partnership program relies not solely on agreements and contracts. Rather, it necessitates awareness and commitment among stakeholders to address deficiencies, thereby reducing disparities and achieving mutual business interests together.

THEORETICAL FRAMEWORK

TOMIRA Partnership Program

Partnerships are considered crucial as they enhance organizational capacity, profitability, resource mobilization, management innovation, consensus building, community involvement, and public accountability (Haque, 2004). According to Bryson et al, partnership is a term used to describe dynamic relationships that occur when two or more organizations collaborate to share information, resources, activities, and capabilities to achieve collective outcomes that individual organizations cannot achieve alone in a particular field. The partnership enables different individuals and organizations to support each other by utilizing, combining, and leveraging their strengths and capabilities (Christie, 2016). According to Sulistiyani, the objective of partnerships is to achieve superior outcomes by mutually benefiting all participating parties. Hence, partnerships should provide benefits to all involved parties without any party experiencing losses or disadvantages. Therefore, a balanced commitment between parties is essential to build strong, mutually beneficial partnerships that enhance gains (Sulistiyani, 2004).

As part of this research, the partnership under study is contextualized within the framework of the TOMIRA partnership program, which involves cooperatives and networked modern franchise stores affected by the Kulon Progo Regency Regional Regulation No. 11 of 2011 on "Protection and Empowerment of Traditional Markets and Arrangement of Shopping Centers and Modern Stores," commonly referred to as Toko Milik Rakyat (TOMIRA). Beyond its definitions and objectives, TOMIRA conceptually represents more than a simple partnership between two parties; it signifies the local government's initiative to promote community economic empowerment, particularly for cooperatives and micro, small, and medium enterprises (MSMEs), and to actualize the Bela Beli program in Kulon Progo. Technically, the TOMIRA partnership program (Sinovic, 2017) can be outlined as follows:

1. Outlets violating regulations are acquired by cooperatives.
2. Purchases are made through installment payments from sales turnover, with Alfamart and/or Indomaret as suppliers in TOMIRA, indicating it is neither a franchise nor a monopoly.
3. Sales turnover, after deducting operational costs and installments, results in a surplus or profit for the cooperatives.
4. TOMIRA is owned by cooperatives and is obligated to allocate a minimum of 20% space for local products.
5. Cooperatives are responsible for promoting and facilitating the entry of local products from members of the community into TOMIRA.
6. Alfamart and/or Indomaret are obligated to provide support to cooperatives, including knowledge transfer, fostering mutually beneficial relationships, mutual trust, mutual strengthening, and assistance and reinforcement.

From these six technical points, it is evident that the TOMIRA partnership program initiates with the acquisition of modern stores from large franchise companies by cooperatives affected by the implementation of the Kulon Progo Regency Regional Regulation No. 11 of 2011.

Stakeholders

Freeman defines stakeholders as any group or individual who can mutually influence the achievement of organizational goals (Freeman, 1984). Brugha and Varvasovszky define stakeholders as individuals, groups, or organizations that have interests and the potential to influence the actions and objectives of an organization, project, or policy direction (Brugha & Varvasovszky, 2000). Changes in public policy potentially explain periods of secular stagnation or high economic growth. Stakeholder policies in the public sector significantly affect the economy at various levels and the financial flows that occur (King & Rebelo, 1990). According to Eden and Ackermann, stakeholders can only be individuals or groups with the power to influence the future of an organization; individuals or groups without such power are not considered stakeholders (Ackermann & Eden, 1998). Meanwhile, Bryson defines three types of stakeholders: primary, secondary, and key stakeholders. Primary stakeholders are those directly involved with policies, programs, or projects. Secondary stakeholders are those

indirectly involved but share similar concerns and awareness. Key stakeholders are stakeholders who have legal authority in decision-making (Bryson, 1988).

Analysis of Stakeholder Relationships

Stakeholder analysis is a collection of strategies and approaches that have evolved to evaluate the roles and interests of key actors in specific policy domains (Crosby, 1992). Stakeholder analysis helps address the complexity arising from the increasing number of stakeholders involved in policy processes. This complexity is due to public policies created by stakeholders that can have significant quantitative effects on average economic levels. Stakeholder policies can demonstrate this impact by influencing private incentives for the accumulation of physical capital and human resources, as suggested by Schultz (1981) (King & Rebelo, 1990). Researchers use stakeholder analysis developed by Missonier and Loufrani, the fundamental idea of actor-network theory is that loyal alliances among humans are necessary to achieve goals, networks, or groups (Missonier & Loufrani-fedida, 2018). Therefore, this theory appears highly suitable for this study, which examines the roles and patterns of stakeholder relationships in the implementation of the TOMIRA partnership program in Kulon Progo Regency.

METHODS

This qualitative research employed a case study approach. The objective of this study was to understand how the TOMIRA partnership program was implemented (Cresswel, 2015). It was anticipated that the case of implementing the TOMIRA partnership program could be intrinsically structured to demonstrate how the program was carried out in the field. By utilizing a case study approach, it was hoped that the implementation of the TOMIRA partnership program could be comprehensively understood from various perspectives. This research was conducted in Kulon Progo Regency, focusing on the implementation of the TOMIRA partnership program. The TOMIRA partnership program was influenced by at least two conditions: first, the disagreement and request for dispensation by networked modern retail companies affected by Regional Regulation No. 11 of 2011. Second, the condition where cooperatives and MSMEs in Kulon Progo Regency remained very weak. The researcher independently collected data by visiting direct sources, including cooperative and MSME managers, the local government of Kulon Progo Regency, and PT. Sumber Alfaria

Trijaya Tbk. Data collection was carried out through three approaches: interviews, observations, and documentation.

RESULTS AND DISCUSSION

Based on the observations conducted by the researcher, there is a clear gap between the research findings and the observations in the field with the intentions and objectives of implementing the TOMIRA partnership program. As mentioned earlier, the purpose of the TOMIRA partnership program is to facilitate community economic empowerment through partnership accompanied by support and reinforcement for cooperatives and MSMEs, as well as to realize the tangible manifestation of the Bela Beli Kulon Progo initiative. However, the researcher discovered inconsistencies and discrepancies among stakeholders, indicating that the TOMIRA partnership program has not yet reached its maximum potential nor achieved its ideal goals. This finding is supported by several studies on partnerships that have identified various issues affecting the success of implementation. Firstly, there is a gap among partnership actors (Agus, 2007); secondly, there is a lack of selectivity and transparency, with not all parties committed to implementing the partnership (Indey, 2006); thirdly, there are differing motives among partnership actors or sectors (Gobai, 2004); and fourthly, there are issues concerning roles and relationship patterns (Ber & Branzei, 2010).

This is also consistent with the research by Babiak and Thibault, who referred to it as issues of structure and strategy, encompassing governance, roles, responsibilities, partnership complexity, competition and collaboration, and mission and goal changes. Based on this review, this study will investigate the relationship patterns occurring during the implementation of the TOMIRA partnership program (Babiak & Thibault, 2009). The researcher will employ stakeholder analysis developed by Missonier and Loufrani-Fedida, commonly used to examine human actors and their interactions in the creation and exchange of value (specifically, but not limited to economics) in a turbulent world as a mechanism to develop efficiently and effectively within and between organizations (Freeman, Phillips, & Sisodia, 2020). Missonier and Loufrani-Fedida state that there are at least four reasons why this theory is highly beneficial for stakeholder research. First, the theory offers a framework to depict project concepts as emerging networks (associations, relationships) that are broad and evolving over time. Second, proponents

of this theory do not prioritize actor identities, regardless of their relationships or influence within networks. Third, the theory demonstrates that project success hinges on interactions among parties involved in the project. Fourth, mainstream stakeholder analyses typically only operate at the front end of projects as a basis for decisions and ongoing planning, whereas this theory offers the potential for a dynamic and comprehensive examination of ongoing, impactful interactions among project actors (Missonier & Loufrani-fedida, 2018).

The stakeholder analysis theory conceptually divides into two interconnected steps that consider ongoing developments. The first step is morphological stakeholder network analysis. Its goal is to analyze the morphology (form or arrangement) of stakeholder networks (projects), allowing for the qualification of convergence levels. The second step is dynamic stakeholder analysis. Its objective is to observe and describe the evolution of networks over time. In the implementation of the TOMIRA partnership program, the Kulon Progo Regency Government has identified several desired outcomes or outputs for this program, including:

1. Growth of TOMIRA.
2. Increase in cooperative net worth and addition of cooperative assets.
3. Enhancement of MSME quality to compete on par with modern stores.
4. Empowerment of cooperatives to become robust and independent, increasing productivity, quality, and quantity of cooperatives and MSMEs, as well as creating job opportunities.
5. Achievement of TOMIRA success indicators, namely: ability to produce standard products, improvement of cooperative and MSME human resource quality and quantity, ability to access capital independently, and establishment of MSME product marketing networks.
6. Encouragement of market structure formation that ensures healthy business competition and consumer protection.
7. Production and welfare enhancement of cooperatives as community implementation agents (Sinovic, 2017).

Besides that, through the TOMIRA partnership, cooperatives are guaranteed to participate in managing operational aspects, financial administration, and human

resources. Therefore, cooperatives can directly learn about modern store management from experienced franchised modern retail companies or through knowledge transfer. Cooperatives will also benefit from co-branding conducted by large franchised modern retail companies as they will create a stronger quality signal with established and recognized brands (Handoko & Rostiani, 2017). Most importantly, cooperatives can leverage tested best practices owned by franchised modern retail companies, especially in supply chain management. Meanwhile, in its implementation in the field, the TOMIRA partnership scheme can be seen in the diagram below:

Figure 1: TOMIRA Partnership Program Business Model

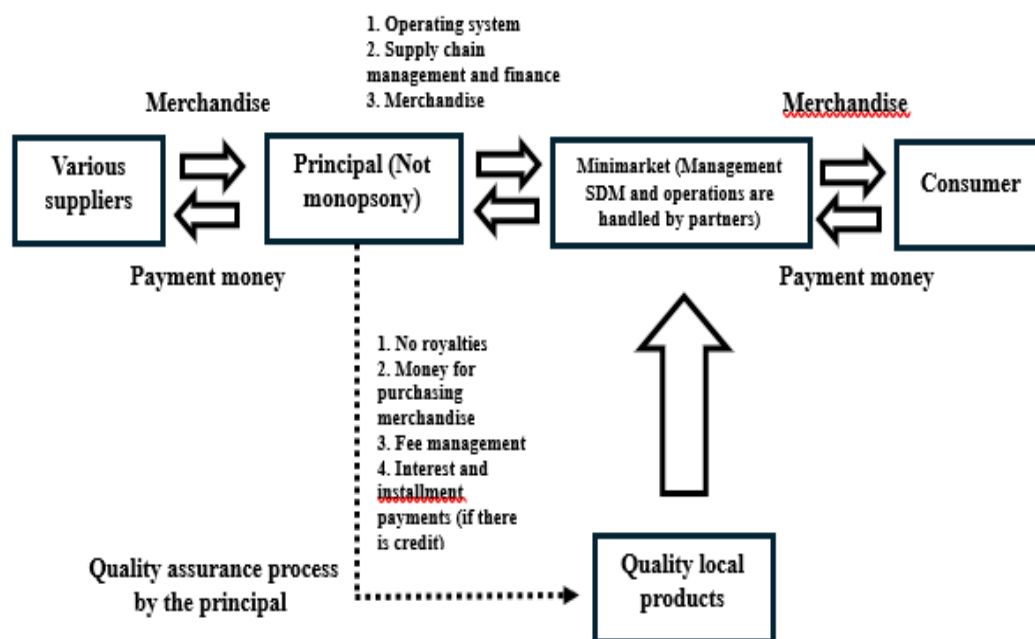


Figure 1: TOMIRA Partnership Program Business Model

Source: Handoko & Rostiani, 2017.

In the implementation system of the TOMIRA partnership program there are significant changes or differences observed in each stage. In the first and second stages, there is a process of takeover from large franchised modern retail companies to cooperatives. Meanwhile, in the third stage and onwards, a joint venture partnership scheme is utilized. In the initial stages, in terms of ownership or involved actors, only core actors are engaged, such as cooperatives as the owners of TOMIRA and large franchised modern retail companies. Whereas the third stage and beyond, involves multiple actors, including former participants of the previous franchised modern retail

company partners. Next, the researcher will examine the field research findings to observe the stakeholder relationship patterns in the implementation of the TOMIRA partnership program. The researcher utilizes the stakeholder analysis framework developed by Missonier and Loufrani-Fedida (Missonier & Loufrani-fedida, 2018). Therefore, the researcher will discuss and outline the key points as follows:

Analysis of Stakeholder Relationships in the Implementation of the TOMIRA Partnership Program

Basically, stakeholders can be identified based on their relationships with other stakeholders. An intermediary typically facilitates interactions among stakeholders. These intermediaries can be material, such as documents, contracts, technical artifacts, money, technical drawings, and schedules, or non-material, such as skills, knowledge, and information exchange. The diversity of intermediaries indicates various coordination methods, and the quantity and speed of their movement reflect the intensity of interactions. Relationships built among stakeholders are based on the issues they face. As previously discussed, the TOMIRA partnership program originated from objections and requests for dispensation by large franchised modern retail companies to the Regent of Kulon Progo Regency regarding the implementation of Regional Regulation No. 11 of 2011. A crucial point of this regulation is that the local government of Kulon Progo Regency enforces spatial zoning between shopping centers, franchised modern retail outlets, and traditional markets to control their growth. Franchised modern outlets or branches are not allowed within less than 1,000 meters of traditional markets (Progo, 2011).

The franchised modern retail companies claim that their workforce, predominantly sourced from the community of Kulon Progo Regency, will face layoffs if the regional regulation is implemented. Simultaneously, the local community, especially market traders in traditional markets, hopes that the Regency Government of Kulon Progo can close down franchised modern retail outlets by the law. The Regent of Kulon Progo Regency emphasizes that the enforcement of the local regulation can be done without closing down all problematic franchised modern outlets. According to him, the Department of Cooperatives and MSMEs of Kulon Progo Regency should strive to develop new business models that can offer better solutions without harming investors

and without violating Regional Regulation No. 11 of 2011. In response, the Head of the Department of Cooperatives and MSMEs of Kulon Progo Regency stated that initially there was an idea among the community in Kulon Progo Regency to purchase these modern outlets. However, the Regent rejected this idea because it would merely transfer ownership from large corporations to individuals.

Finally, the transition to cooperatives was agreed upon, with the form of transition not being through purchase but rather through partnership. Under this partnership scheme, cooperatives could take over the franchised modern retail outlets affected by the implementation of Regional Regulation No. 11 of 2011 through an installment plan. Besides being seen as representatives of the community, the cooperative's condition helped them be selected as partners for the franchised modern retail companies in the TOMIRA partnership program. The same background also justified the involvement of MSMEs in the TOMIRA partnership program. This can be seen in how MSMEs act as suppliers and/or are prioritized in TOMIRA, where MSMEs contribute 20% of all TOMIRA merchandise (Sinovic, 2017). However, agreements and arrangements did not proceed as smoothly due to their inherently imbalanced needs and interests in tasks, roles, position distribution, and others, as outlined below:

1. Firstly, cooperatives are solely tasked with controlling the management and operation of TOMIRA in the field, as well as receiving profits from TOMIRA operations after deducting operational costs and investment value or receivables from modern retail outlets.
2. Secondly, the franchised modern retail companies are responsible as management partners and for transferring knowledge to cooperatives, along with certain tasks that should have been undertaken by the cooperatives, such as managing and/or operating TOMIRA and financial record-keeping. Moreover, the franchised modern retail companies are obliged to transfer operational profits to cooperatives every three months.
3. Thirdly, the Regional Government of Kulon Progo Regency consists of the Regent as the policy maker and the Department of Cooperatives and

MSMEs of Kulon Progo Regency as the agency responsible for implementing the TOMIRA partnership program.

4. Fourthly, MSMEs in the implementation of the TOMIRA partnership program only play a supplementary stakeholder role, where MSMEs are not the primary stakeholders, although they are included and involved in the TOMIRA partnership program.

The reality indeed presents a difficult choice, especially for modern retail companies that inevitably have to modify their business models. Nevertheless, this serves as the best opportunity to prove that in Kulon Progo, franchised minimarkets can coexist harmoniously with traditional markets (Handoko & Rostiani, 2017). One of the most prominent and seemingly forced aspects of the TOMIRA partnership program is to avoid potential social issues and litigation risks from affected parties due to the implementation of Regional Regulation No. 11 of 2011, while also aiming to empower cooperatives and MSMEs. Therefore, to achieve the aforementioned goals and objectives, the Regional Government of Kulon Progo Regency is required to ensure that all schemes used operate exactly as expected.

However, based on findings from the field, several issues have surfaced that have enveloped stakeholder relationships, affecting coordination among them. First, there is a lack of equality between the partnering parties. This is reflected in how the management of TOMIRA is still dominated or controlled by PT. Sumber Alfaria Trijaya Tbk. According to the managers of KSU KOPPANEKA, there is a lack of equality between the cooperative and PT. Sumber Alfaria Trijaya Tbk, which makes it seem as though TOMIRA is controlled by the large franchised minimarket company due to the cooperative's inadequate human resources (HR). Second, the cooperative's HR is not yet capable of independently managing TOMIRA, resulting in PT. Sumber Alfaria Trijaya Tbk handling the management of TOMIRA (Interview with the Chairman of KOPPENEKA).

The inability of the cooperative's human resources to match those of the large franchised minimarket company is rooted in the diverse backgrounds of the cooperative's managers or employees. Therefore, in the current management and operation of

TOMIRA, the large franchised minimarket company continues to be involved. This is not without reason, as explained when the cooperative is required to engage in activities outside their usual scope, it affects their outcomes, particularly in terms of profitability. Hence, the intention behind this arrangement is to ensure optimal results in implementing the TOMIRA partnership program. According to the managers of KSU KOPPANEKA, the actions taken by PT. Sumber Alfaria Trijaya Tbk is understandable, as a corporation that has invested capital in the TOMIRA partnership program should rightfully expect assurances that their investment will yield returns. Third, the ongoing issue of the cooperative's weak human resources has been anticipated through knowledge transfer and management support. This is explicitly stated in the Memorandum of Understanding (MoU) agreed upon by the Kulon Progo Regency Government and PT. Sumber Alfaria Trijaya Tbk, as well as in the Letter of Intent (LoI) between the cooperative and PT. Sumber Alfaria Trijaya Tbk. However, in practice, both of these agreements have yet to be fully realized in the field.

According to Ramadhan, cooperatives should be able to recommend that PT. Sumber Alfaria Trijaya Tbk provides training. Besides the weakness in the cooperative's human resources, another factor contributing to the lack of equality between the cooperative and PT. Sumber Alfaria Trijaya Tbk is that TOMIRA is still considered debt (Ramadhan, 2016). This is also reflected in PT. Sumber Alfaria Trijaya Tbk's attitude towards the cooperative. According to the management of KPN Sumber Rejeki, PT. Sumber Alfaria Trijaya Tbk still exhibits the arrogance of an investor, which often results in the cooperative not "meeting" when the cooperative and PT. Sumber Alfaria Trijaya Tbk has conflicts (Interview with an employee of KPN Sumber Rejeki). Furthermore, several points seem to put the cooperative at a disadvantage, placing it in a position of disappointment. In fact, in the draft, there is not a single mention of TOMIRA. According to a staff member of the Department of Cooperatives and MSMEs in Kulon Progo Regency, this inequality has existed since the initial agreement. This is due to a fundamental difference in the partnership scheme or concept understood by the Kulon Progo Regency Government and PT. Sumber Alfaria Trijaya Tbk. There was a deliberate decision by the local government not to address this issue immediately, with the priority being the transfer of ownership first, followed by improvements as the partnership progresses.

In the implementation of the TOMIRA partnership, there is no formal leadership as defined by Bryson et al, because the TOMIRA partnership is intentionally designed to operate naturally (Bryson, 1988). The absence of integrated leadership in the TOMIRA partnership has been subject to self-criticism. According to the staff of the Department of Cooperatives and MSMEs in Kulon Progo Regency, in creating common goals in the implementation of the TOMIRA partnership, there should ideally be continuity or synergy across departments or agencies within the Kulon Progo Regency Government. Despite debates regarding the sustainability of the TOMIRA partnership after the completion of the initial contract or agreement, there are at least three perspectives on the continuation of the TOMIRA partnership program post-contract or agreement completion: First, some cooperatives will continue the existing cooperation after the contract or partnership agreement ends. Second, some cooperatives have explicitly stated that they will not continue the cooperation after the contract or partnership agreement ends. Third, some cooperatives have not yet determined the continuation of the cooperation, requiring further consideration and observation of the developments in the implementation of the existing agreement or contract, as well as discussions with all cooperative management and members.

CONCLUSION

The cooperative, MSMEs, large modern retail companies (PT. Sumber Alfaria Trijaya Tbk), and the local government of Kulon Progo Regency are at least four (4) stakeholders in the implementation of the TOMIRA partnership program. Each entity has different statuses and responsibilities. Large modern retail companies and cooperatives are the main stakeholders in the TOMIRA partnership program; cooperatives oversee the implementation of the program and benefit from TOMIRA's operations, while large modern retail companies manage and operate TOMIRA. They are also required to provide management assistance, disseminate knowledge, and meet the requirements set by TOMIRA. While MSMEs play a crucial role in the inception of the TOMIRA partnership program and function as suppliers in TOMIRA, the local government of Kulon Progo Regency is a key stakeholder due to its role as a policymaker and its responsibility for implementing the TOMIRA partnership program.

Each stakeholder's interests can be seen from the benefits they derive from the implementation of the TOMIRA partnership program. For cooperatives, their interest lies in genuinely wanting to be involved in the TOMIRA partnership program and as evidence of the community's compliance with the program initiated by the local government. Coordination among stakeholders is affected by several issues that surround the relationship patterns among stakeholders. These issues include the inequality between the two partnering parties, mutual blame and finding faults among stakeholders, the perceived low capacity of cooperative human resources by the franchise retail companies, the lack of knowledge transfer by the local government as a key stakeholder, the absence of integrated leadership in the implementation of the TOMIRA partnership, and some enforced and poorly considered policies. The effectiveness and accountability of the partnership and stakeholder governance need to be improved with better mechanisms, including more systematic review, reporting, and monitoring.

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