

MUTUALISTIC PARTNERSHIP OF MSME's CULINARY CENTER WITH UPTD MANGROVE BOTANICAL GARDENS OF SURABAYA CITY

Risca Nur Fadhilah ^{a*)}, Binti Azizatun Nafi'ah ^{a)}

^{a)} Universitas Pembangunan Nasional "Veteran" Jawa Timur, Surabaya, Indonesia

^{*)}Corresponding Author: 20041010121@student.upnjatim.ac.id

Article history: received 21 April 2025; revised 02 May 2025; accepted 24 July 2025

DOI: <https://doi.org/10.33751/jhss.v9i2.11889>

Abstract. The city of Surabaya is currently intensively developing its tourism potential. One of the tourist destinations that is being created is the Surabaya City Mangrove Botanical Garden. In the development process, the government provides space for establishing partnerships with street vendors who previously sold there to fill the vacancies in the culinary center stands in the Mangrove Botanical Gardens. This research aims to analyze the partnership between the MSME Culinary Center and the UPTD Mangrove Botanical Gardens in Surabaya City so that it can provide benefits to increase competitiveness and sustainably strengthen ecotourism. However, there are still several complaints from MSME culinary center players. The research method used is descriptive through observation, interviews, and documentation. Data sources are obtained from primary data and secondary data. The focus of this research uses the theory of the mutualistic partnership model (Sulitayani, 2017) because both are aware of the sense of providing mutual benefits and getting benefits based on the analysis of three principles of partnership, namely equality, transparency, and mutual win-win solution. The results obtained from this research are as follows: 1) In its implementation, equality has not gone well because there is no cooperation agreement/MoU in the aspect of mutual trust. However, the MSME Culinary Center and UPTD Mangrove Botanical Gardens have an agreement approved by the MSME actors, and there is a lack of respect for the rules for visitors. 2) in its implementation, transparency has been carried out well because both have the ease of clear communication, transparency of information on management and ordering food and large minimums and transparency of information about financial management. 3) Win-win solution: The implementation is quite good because MSME Culinary Center Operators benefit from additional turnover from sales proceeds and facilities provided by the UPTD Managing the Mangrove Botanical Gardens, while the UPTD Managing the Mangrove Botanical Gardens gets an increase in Regional Original Income (PAD) from ticketing, even though the promotion aspect of the Medokan Sawah culinary center is not yet optimal.

Keywords: Mutualistic Partnership, MSMEs, Culinary Center, Surabaya City Mangrove Botanical Garden

I. INTRODUCTION

Micro, Small, and Medium Enterprises (MSMEs) play an essential role in driving the wheels of the global economy. The very high flexibility and speed of adaptation to market changes are also influenced by MSMEs, making them dynamic agents of economic change. One of them is Indonesia, which has made MSMEs a pillar of national economic growth, especially making a significant contribution to opening new jobs and alleviating poverty [1]. This contribution is also inseparable from several regions that contribute the most to MSMEs: West Java Province, Central Java Province, and East Java Province [2].

Data from the East Java Province Cooperatives and SMEs Service for 2023 shows that MSMEs made a reasonably significant contribution, reaching 4.81%. Consists of micro businesses amounting to 9.81 million units, small businesses around 47,000 units, and medium companies totaling 2,000 units. This shows its role in encouraging economic growth. The table below presents data on MSMEs in East Java Province, most of which are in the following cities/regencies:

Table 1 Data on City/Regency MSMEs in East Java in 2023

No.	Name	Amount
1.	Surabaya City	215.364
2.	Pasuruan City	87.901
3.	Sidoarjo Regency	80.442
4.	Malang Regency	55.552
5.	Gresik Regency	51.761

Sumber: Cooperative and MSM 2023

The data above shows that the city of Surabaya has a total of 215,364 MSMEs and is also ranked first in East Java Province. This can be one of the determining factors in improving the welfare of the people of Surabaya City and developing the MSME sector. Government support is also critical to creating every potential that the people of Surabaya City have to continue to increase their economic growth.

The government has formulated policies, as in Law Number 20 of 2008, concerning micro, small, and medium enterprises. This law covers several aspects: First, the development of MSMEs is carried out through empowerment,

which is expected to enable them to develop and increase competitiveness. Second, the business climate includes various regulations and policies that support the growth of MSMEs. Third, business development should continue encouraging MSMEs to innovate and improve the quality of products and services—fourth, financing and loans to help MSMEs gain access to capital. Fifth, partnerships are a form of effort to expand the market access network for MSMEs by partnering with other parties [3].

Surabaya is East Java Province's capital and the second-largest city in Indonesia. Surabaya has experienced progress in trade, economy, and rapid infrastructure [4]. MSMEs can also absorb labor on a reasonably large scale. Fast growth leads to increasingly high business competition [5]. This location in the City of Heroes is also a natural tourist spot, including the coastal area. Coastal areas are transition areas between land and sea ecosystems influenced by land and sea changes. This transition will create a diverse and productive ecosystem and significantly impact economic life [6].

The city of Surabaya has several mangrove areas that support environmental sustainability and ecosystem balance. The protected area of the East Coast of Surabaya (Pamurbaya) has been designated Green Open Space (RTH). Four Pamurbaya sub-districts have been designated protected areas, including Mulyorejo, Sukolilo, Rungkut, and Gunung Anyar sub-districts [7]. As population growth accelerates, human needs, such as those for housing and industry, will also be met, affecting the ecosystem.

The Mangrove Botanical Garden area arrangement has been carried out periodically since 2021. Until now, it is planned to cover an area of 540.78 hectares using the concept of ecotourism. The concept of ecotourism refers to three main things: 1) preserving nature or the environment, 2) providing economic and psychological benefits, and 3) being acceptable in the social life of society. This concept usually takes the form of conservation, which will directly benefit everyone so that it continues to develop [8].

The Surabaya City Government is also responsible for coordinating regional authority through the Food and Agriculture Security Service (DKPP). One of the tasks is to facilitate and bridge workers who are in the same scope and are regulated in Surabaya Mayor Regulation 41 of 2023 concerning the Establishment and Organizational Structure of the Mangrove Botanical Garden Technical Implementation Unit at the Surabaya City Food Security and Agriculture Service [9]. Megawati Soekarnoputri inaugurated the Mangrove Botanical Garden as Chair of the Steering Committee of the National Innovation Research Agency (BRIN) and Chair of the Indonesian Botanical Garden Foundation to coincide with the Commemoration of International Mangrove Day.

The uniqueness of the Mangrove Botanical Garden is that it is the first and only Mangrove-themed Botanical Garden in Indonesia. Located on the north coast of Surabaya, it has an area of 34 hectares consisting of 1) Gunung Anyar Mangrove (11 hectares), 2) Medokan Sawah Mangrove (16 hectares), and 3) Mangrove Information Center (7 hectares). The Mangrove Botanical Garden also has a collection of 57 plants

from 157 types of mangroves worldwide. Apart from that, the Mangrove Botanical Garden is currently equipped with several facilities and attractions, such as a 630-meter long Jogging Track built in an area not planted with trees, a 12-meter high Monitoring Tower, an Auditorium, a Library, a Merchandise Shop, Science Center, Prayer Room, ATV, Water Bike and Canoe Tours in a luxury park area, Boat Rides, and an MSME Culinary Center Area.

Since the inauguration of the Mangrove Botanical Gardens until the end of 2023, visitors to the Mangrove Botanical Gardens are still not subject to levy tax. Instead, visitors are asked to write in the visitors' book. During this period, visitors to the Mangrove Botanical Gardens can enjoy the facilities for free. Total visitors to the Mangrove Botanical Gardens in 2023 will be:

Table 2 Visitors to the Mangrove Botanical Gardens in Surabaya City in 2023

No.	Month	Gender		Amount
		Man	Women	
1.	January	1.266	1.571	2.837
2.	February	947	1.209	2.156
3.	March	769	948	1.717
4.	April	413	519	932
5.	May	1.289	1.523	2.812
6.	June	1.611	1.924	3.535
7.	July	2.043	2.415	4.458
8.	August	5.369	5.784	11.153
9.	September	6.282	6.764	13.219
10.	October	6.337	6.882	12.145
11.	November	6.061	6.084	12.731
12.	December	6.018	6.713	80.741
TOTAL				80.741

Source: UPTD Mangrove Botanical Gardens, Surabaya City, 2023

The table above shows that at the grand opening, the total number of unpaid visitors in 2023 will be 80,741. In April 2023, visitors decreased by 932 people. The increase in visitors occurred in September at 13,046. This figure shows the public's interest in visiting and enjoying the facilities provided at the Mangrove Botanical Gardens for free before implementing the levy tax.

Starting January 1, 2024, by Surabaya City Regional Regulation Number 7 of 2023 concerning Regional Taxes and Regional Levies, visitors to the Mangrove Botanical Gardens are asked to pay levies as a form of contribution in supporting management and increasing regional income to ensure sustainability and improving the quality of services at the Mangrove Botanical Gardens [10]. This regulation also has a levy for renting MSME culinary center stands of IDR 45,000 M2/month. Where one stands is 4 meters wide; if calculated, it will be IDR 45,000 x 4 meters = IDR 180,000 / month.

After being set to be paid on January 1, 2024, the Surabaya City Mangrove Botanical Garden is in the spotlight. One of them is the rejection of some members of society towards this policy. This rejection arose because of the feeling that the mangrove environment should be able to be enjoyed free of charge by everyone. However, this decision was made to improve the management and conservation of the mangrove

environment, which is gradually decreasing due to human activities and climate change. Visitors to the Surabaya City Mangrove Botanical Gardens have experienced a slight decline, as evidenced by the table below:

Table 3 Visitors to the Mangrove Botanical Gardens in Surabaya City in 2024

No.	Month	Category		Amount
		Children	Mature	
1.	January	1.266	7.166	8.885
2.	February	698	4.863	6.232
3.	March	262	2.345	1.990
4.	April	268	3.696	3.964
5.	May	255	5.192	5.447
6.	June	216	5.477	5.693
7.	July	12	5.477	6.750
8.	August	-	4.040	4.090
9.	September	2.547	622	3.169
10.	October	3	3.995	3.998
11.	November	-	4.605	4.605
12.	December	557	5.367	5.924
TOTAL				60.747

Source: UPTD Mangrove Botanical Gardens, Surabaya City, 2024

Table 3 shows that on January 1, 2024, the total number of visitors paid in January was 8,885; in February, it was 6,232; in March, it was 2,607, which decreased slightly because it coincided with the Ramadan fast; and in April, it was 3,964 which started to increase again because of the Eid al-Fitr holiday. Then for May and so on it experienced an increase again. It can be concluded that visitors to the Mangrove Botanical Gardens will experience a significant decrease from 2023. This decrease is caused by several factors, one of which is the application of entrance fees. The new one from January to February is IDR. 15,000. However, due to public resistance, the official entrance ticket finally became Rp in March. 5,000 only.

The Mangrove Botanical Gardens won third place in the "Nature-Based Tourism" category at the Surabaya Tourism Awards (STA) event on May 26, 2024. With this award, the Mangrove Botanical Gardens have also contributed to promoting nature-based tourism in the middle of the city so that the public can widely know it as a tourist destination that offers a unique and educational natural experience [11].

At the Mangrove Botanical Gardens entrance is a banner stand displaying the Rules and Regulations that visitors must obey. One regulation prohibits bringing food and drinks from outside. These rules were made hoping that visitors would prioritize the food and drinks available at the Surabaya City Mangrove Botanical Gardens. However, in reality, there are still visitors who violate these regulations because there are no checks by officers at the entrance to the Mangrove Botanical Gardens.

From picture 1. above, it can be seen that conditions in the field still involve several groups of visitors bringing food and drinks from outside and even eating them at the seller's place

at the UMKM Culinary Center at the Surabaya Mangrove Botanical Gardens. Visitors' violations, of course, have a negative impact because they can reduce the income of MSMEs at the Culinary Center. Apart from that, this action also affects the enthusiasm of MSME actors who have provided food and drinks for visitors.



Picture 1 Visitor Rules Banner

Source: Autor's Documentation, 2024

The partnership between the MSME Culinary Center and UPT Mangrove Botanical Gardens was established at the inauguration on July 26, 2023. However, this partnership was not accompanied by a cooperation agreement/MoU. The Mangrove Botanical Garden has 2 MSME Culinary Centers in the Gunung Anyar and Medokan Sawah areas. The Gunung Anyar Culinary Center is a relatively large area with 15 food and drink stands. This area is often visited by visitors who want to enjoy a variety of typical Surabaya culinary delights and fresh drinks while enjoying the beautiful natural views. The following is data on the Culinary Center MSMEs and the menus sold, including:

Table 4 List of MSMEs name in Gunung Anyar

UMKM GUNUNG ANYAR		
No.	Nama UMKM	Penanggung Jawab
1.	Seger Slamet	Slamet
2.	Abi	Suwandi
3.	Suwandi	Harti
4.	Mampir Jajan	Titik Rahayu
5.	QQ	Siti Cholifah
6.	Konco Nyemil	Siti Cahyani
7.	Bu Ummul	Ummul Khusnah
8.	Bu Yun	Wahyuningsih
9.	Bu Mat	Nur Asia
10.	Bu Ali	Supriani
11.	Cak Jos	Hariyono
12.	Windu	Suliyah
13.	Bu Tum	Maryati
14.	Oayatty	Naryanti
15.	De Mandor	Jadidatul Mustaqim

Source: UPTD Mangrove Botanical Gardens, Surabaya City, 2024

On the other hand, the Culinary Center in the Medokan Sawah area has five food and drink stands, providing a variety

of local culinary choices that are no less delicious. Even though the number is smaller compared to the Gunung Anyar Area Culinary Center, in reality, the Medokan Sawah Area Culinary Center is predominantly empty of visitors due to its location at the very corner from the entrance, which is an obstacle for visitors whose main aim is to enjoy eating and drinking facilities who are reluctant to walk far, mainly if visitors have limited mobility and limited time. This causes visitors to prefer visiting the culinary center area closer to the entrance.

Table 5 List of MSME name in Medokan Sawaha

UMKM MEDOKAN SAWAH		
No.	Name of MSME	Person responsible
1.	Cak Jepank	M. Irfan
2.	Empress	Sri Utami
3.	Shaf Sempol	Agus Indra Prayuli
4.	Arjun's shop	New Wulandari
5.	M.U	Ahdiyah Zumroni SH
6.	Empty Booth	-

Source: UPTD Mangrove Botanical Gardens, Surabaya City, 2024

The table above generally shows the existence of culinary centers in the Gunung Anyar and Medokan Sawah areas that offer homemade menus or are made by MSMEs themselves without using instant ingredients in their processed menus. Apart from that, the primary type of food sold at each stand must be different, which will be the main factor in attracting visitors. Food and drink prices are also very affordable, starting from Rp. 5,000 – Rp. 15,000. The Mangrove Botanical Garden management is committed to providing visitors with authentic and quality culinary experiences.

Based on the problems above, the MSME Culinary Center is divided into two areas, namely 1) The Gunung Anyar culinary center area has 15 stands, and 2) The Medokan area eating and drinking area has five stands. However, the culinary center area in the Medokan Sawah area is predominantly quiet because it is on the corner from the entrance. The MSME Culinary Center in the Medokan area also sells only on weekends and national holidays. Apart from that, a Mangrove Botanical Garden manager organizes food and drink orders in large quantities in school groups, university groups, and PKK women. This makes ordinary people who do not know about the systematics of ordering food and drinks in large quantities unable to order because of limited raw materials in each MSME. The partnership is still in the exploring stage, and the trend of visitors to the mangrove botanical garden has been decreasing since the levy tax was introduced. Seeing these problems, the researcher aims to analyze the MSME Culinary Center partnership model with the UPT Mangrove Botanical Gardens in Surabaya City.

II. RESEARCH METHODS

The research method used is a qualitative descriptive research method that aims to explain facts and events

systematically and accurately [12]. The locus of this research is the Regional Technical Implementation Unit (UPTD) of the Surabaya City Mangrove Botanical Gardens, Surabaya Gunung Anyar Culinary Center, and the Medokan Sawah Culinary Center. This research focuses on Sulistiyan's (2017) partnership theory, which includes equality, transparency, and win-win solutions [13]. The data sources used are primary data sources and secondary data sources.

This research uses data collection techniques through observation, interviews, and documentation. Researchers made observations regarding the facilities at the Gunung Anyar and Medokan Sawah culinary centers and the participation of actors at the Gunung Anyar and Medokan Sawah MSME culinary centers. Apart from that, the researcher also conducted interviews with several informants: Mrs. Ani, the UPT Staff Managing the Mangrove Botanical Gardens in Surabaya City; Mr. Slamet, the Coordinator of the Gunung Anyar UMKM Culinary Center, Cak Japan as the Coordinator of the Medokan Sawah UMKM Culinary Center, the Gunung Anyar and Medokan Sawah UMKM Culinary Centers. The validity of the data in this research uses a credibility test referring to the triangulation of sources, techniques, and time [14]. Meanwhile, the data analysis technique has four stages: collection, condensation, data presentation, and conclusion [15].

III. RESULT AND DISCUSSION

Partnership, according to Sulistiyan (2017:129)) comes from the word "partnership," which refers to a cooperative relationship between two or more parties. Partnerships are formed based on mutual agreement and a sense of mutual need to increase capacity and capability to obtain satisfactory results. Efforts are made by partnerships to provide mutual benefits between the partnering parties. In order to establish a strong and mutually beneficial partnership, a balanced commitment between each other is required. The partnering parties have equal status and different goals, visions, and missions but complement each other [13].

The partnership between the MSME Culinary Center and the UPTD Mangrove Botanical Gardens is a form of government effort to implement a sustainable management strategy for natural and human resources. The UPT Mangrove Botanical Gardens collaborates with the community to build the local economy and fill the vacancies of the Culinary Center Booths in the Mangrove Botanical Gardens, Surabaya City.

In this sub-chapter, researchers will describe the findings regarding the Partnership Model for MSME Culinary Centers with the UPTD Mangrove Botanical Gardens in Surabaya City. The author will describe and analyze based on the theory explained in the research literature review sub-chapter so that constructive conclusions and suggestions can be drawn from these results. The focus of this research uses the Mutualistic Partnership Model theory according to Sulistiyan (2017), where in this theory, there are three indicators, namely Equality, Openness, and Mutual Need, as follows:

A. Equity

The concept of tripartite partnership by Tennyson (Wibisono, 2007) is an agreement between individual sectors, groups, or organizations agreeing to work together to fulfill obligations and carry out certain activities by jointly bearing risks and benefits and periodically reviewing the cooperative relationship. The equality indicators are not based on power alone but on relationships of mutual respect, mutual benefit, and mutual trust. To avoid antagonism, a sense of trust needs to be built [16]. Equality in the partnership between the MSME culinary center and UPT Mangrove Botanical Gardens can be seen from mutual respect, mutual respect, and mutual trust.

Based on mutual respect, it was found that there is a sense of respect in the observance of the rules that must be adhered to by both MSME Culinary Center practitioners and visitors to the Mangrove Botanical Gardens. The rules and regulations created for visitors to the Culinary Center have been adhered to and clearly understood, as can be seen from the MSMEs selling food and drinks that cannot be the same as the main menu at affordable prices and maintaining the quality of homemade food, they are not allowed to sell instant food, each booth is also expected to maintain cleanliness around it, and at the Gunung Anyar culinary center booth there is a daily picket to avoid monkey attacks. Meanwhile, the rules established for visitors to the Mangrove Botanical Gardens are still not fully adhered to because there are visitors who violate them by bringing food and drinks from outside. This violation occurred because visitors did not read the banners in the parking area and in front of the ticket booth. Also, no bag is checked at the entrance to minimize these violations.



Picture 3 Violation of Visitors Regulations at The Mangrove Botanical Garden

Source: Autor's Documentation, 2024

This aligns with research by Daraba et al. (2020), which states that the form of respect given by tourist destination managers to visitors and the surrounding community is providing fair policies. For example, in Purbalingga Regency, East Java Province, parking rates are uniform for visitors from outside the area so that no one feels disadvantaged. Besides, traders from the surrounding community are not subject to entry tickets [17]. Meanwhile, research by Hindaria et al. (2023) highlights that the attributes of cooperation rules include regulations, norms, and rules that regulate cooperative relationships between breeders and partners. Clarity of rules and regulations is important in reducing potential conflict,

strengthening trust, and encouraging long-term commitment between the parties involved [18].

Mutual respect is implemented through decision-making. Decision-making between the UMKM Culinary Center and the UPT Mangrove Botanical Gardens is carried out using two decision-making methods. First, mutual agreement decision-making is related to the selling price. Second, patent decision-making is like statutory regulations.



Picture 2 Decision-making system in Surabaya City Mangrove Botanical Garden

Source: Autor's Documentation, 2024

This is also in line with research from (Anggiani et al., 2022) that the government has a dominant role in the decision-making process; considering the potential for conflict in a partnership, a mediation mechanism is needed as a solution [19]. A strong partnership between the village government and the community includes the active participation of residents in the decision-making process. Communities can provide input, voice their needs, and participate in development planning [20].

Regarding mutual trust, since the inauguration of the Mangrove Botanical Gardens, there has been no formal or written work agreement/MoU with the MSME Culinary Center actors. There is no cooperation agreement/MoU because it is still being explored in the coordination process. Even though there is no explicit cooperation agreement, the partnership still runs today with the principle of mutual trust. In line with this, research by Mahirah et al. (2022) confirms that despite no written agreement between the Batam City Environmental Service and Company Partners, several partnering parties respect, value, and trust each other [21]. Meanwhile, in contrast to research (Sunia et al., 2023), which states that partnerships that exist without having a cooperation agreement/MoU will experience unclear partnership relationships so that the existing partnerships are still deemed not to be effective and optimal [22]. This is also supported by research by Ershanty et al. (2020) that, in determining a Social Welfare Institution, there is a cooperation agreement letter in the form of an MoU (Memorandum of Understanding), a legal reference for the parties involved in the partnership. Regulations are set to ensure that the partnership runs by applicable regulations so that the agreement to be reached can be realized based on the roles and functions of each partnering party [23].

Thus, equality in the partnership between the MSME culinary center and the UPTD Mangrove Botanical Gardens in Surabaya City is still not appropriately fulfilled because it has not met the aspects of the equality indicators. This can be seen from the sub-indicator of mutual respect, even though

the MSME culinary center players have complied with the created regulations. However, many visitors commit violations by bringing food and drinks outside the Mangrove Botanical Gardens. The rules related to these regulations have been displayed in the form of banner stands placed in the parking area and in front of the payment counter at the entrance to the Mangrove Botanical Gardens. Then, from mutual trust, even though we already trust each other, it would be better if there was a cooperation agreement/MoU. Purposes.

B. Transparency

Transparency is needed to identify each member's strengths or advantages. This is done not to demean or brag about other members but to better understand each other in order to avoid mutual suspicion between work partners [16]. The focus of transparency concerning MSME Culinary Center players and the UPT Mangrove Botanical Gardens is the importance of open communication, transparency in information management, and transparency in financial management.

In the aspect of communication and coordination between the UMKM Culinary Center and the Mangrove Botanical Gardens UPTD, this is done through meetings held incidentally, where meetings are held if there is an urgent need or something that the Mangrove Botanical Gardens UPT Manager and UMKM Culinary Center Management want to discuss. This meeting functions not only as a gathering place but as a forum to discuss various important matters related to operations and management. Apart from that, this meeting is also an opportunity for MSME actors to address obstacles so that any problems can be discussed and resolved together. This aligns with research (Dewi et al., 2021) that the program aims to open agricultural field schools to increase human resources to implement agrotourism villages optimally [24]. Then this is also in line with research by Fauzi & Mashur (2023), explaining that two-way communication is a key element in program optimization because it not only focuses on the company's interests but also listens to and considers the needs and expectations of stakeholders [25].

Regarding information management, several things are discussed: First, registration for MSMEs to sell at the MSME Culinary Center at the Mangrove Botanical Gardens in Surabaya City; there are several registration stages. After registering, MSME data is verified and carried out for accuracy to determine who meets the qualifications. Apart from that, we also conducted surveys at the homes of MSMEs to assess the cleanliness of business premises and the presentation of food testers. Next, the survey team evaluated the menu to be sold before being permitted to sell at the UMKM Culinary Center Mangrove Botanical Gardens, Surabaya City. Second, ordering food and drinks in large quantities or groups is carried out to coordinate so that all MSME culinary center actors receive orders evenly and minimize order errors. Third, the serving process at the Mangrove Botanical Gardens Culinary Center is adjusted to the needs and time desired by visitors who order, such as for breakfast or lunch. After all orders have been prepared, the food is arranged neatly on the middle table before being

served to the customer. The food and drink preparation process is usually served 30 minutes before the desired meal time. This also aligns with research (Lisa et al., 2024) emphasizing that partnerships between government and society play an important role in ensuring transparency. The government is responsible for conveying transparent and open information regarding the policies and programs they are implementing so that the public can understand and participate in their implementation [26].

Financial management issues dare be discussed. First, the booth rental payment process at the Mangrove Botanical Gardens has been in effect since September 25 at a rate of IDR 180,000/month. Payments are made regularly via QRIS and addressed to the Surabaya City Mangrove Botanical Garden.



Picture 4 Payment for Rent of Culinary Center Booth in Mangrove Botanical Garden

Source: UPTD Mangrove Botanical Garden

Second, UPTD Mangrove Botanical Gardens pays for food and drinks in large quantities/groups. The method can be via bank transfer or cash, and you can use the Qris method to make payment easier; if the order is in large quantities, you must pay a down payment of 25% first. This aligns with research by Milasari et al. (2024), which states that the delivery of information and financial report data is not only conveyed through face-to-face meetings but is also shared in Whatsapp groups. Therefore, each partnering party is aware of the importance of transparency; without transparency, suspicion will quickly arise between the two parties [27].

Thus, the transparency indicators in the partnership between the MSME culinary center and the UPTD Mangrove Botanical Gardens in Surabaya City have fulfilled the aspects of transparency. This is proven by the sub-indicators of communication and coordination carried out by the Mangrove Botanical Garden UPT Management. It is pretty good, namely through holding meetings and communicating via WhatsApp group, which is easily accessible to all MSME players based on their booth areas. Furthermore, the aspect of information management is also quite good, as can be seen from the booth rental registration process, the process of ordering food in large quantities/groups, and the order serving process, which is always informed and confirmed by each party concerned.

C. Win-win Solution

According to Rukmana in his book, Mutual benefit can be interpreted as the benefits obtained by each organization or institution based on the contributions provided. Carrying out activities together makes collaboration more efficient and effective [28]. According to Wibisono, partnerships must mutually benefit all parties to remain sustainable [16].

Regarding mutually beneficial indicators, the UPTD Management of the Mangrove Botanical Gardens discussed several aspects. Regarding resources, the Gunung Anyar booth shows quite a high level of attraction and interest. Meanwhile, booths in the Medokan Sawah area show differences in changes over time and face difficulties in retaining their SMEs. This aligns with research (Dewi et al., 2021) that the program aims to open agricultural field schools to increase human resources to implement agrotourism villages optimally [24]. Then, related to the profits obtained by both parties, the MSME culinary center operators gain added value from selling various food and drink menus. At the same time, the Mangrove Botanical Garden UPT Management receives an increase in Regional Original Income (PAD) from ticketing. This is also supported by research from (Susanty et al., 2024), which emphasizes that the main aim of developing the tourism sector the government is to encourage economic growth, improve people's welfare, reduce poverty and unemployment, preserve nature and resources, and advance culture [29].

Furthermore, the facilities and infrastructure provided by the UPT Mangrove Botanical Gardens are complete and support the business activities of MSME actors. It is true that the facilities in the Medokan Sawah area currently still do not have fans and WiFi, but this is not an obstacle to continuing to carry out operational activities. This aligns with research (Khasanah, 2019), which also states that the partnership between the Tourism and Culture Department and the Dieng Kulon Village Tourism Awareness group aims to empower the community through coaching, training, and facilitating the community [30]. Then research (Suraji et al., 2021) states that to achieve its goals, the government acts as a facilitator by providing training to the community, distributing aid through the "PNPM Mandiri Periwisata" program, as well as facilitating parties who want to contribute to the development of the Urongo Tourism Village [31].

Then, regarding the promotional aspect, less has been done in the Medokan Sawah area. Due to the conditions at the Medokan Sawah Culinary Center, which is quiet and receives little attention from visitors, no clear directions indicate where the culinary center is located. This is in line with research (Nurhayati et al., 2024), which states that the promotion and marketing of Deworejo Village are still limited because many people and potential tourists do not know about its existence. Therefore, the local government and community management organizations work together to promote it well [32]. This is also in line with research (Susanty, 2024) that shows that promotion in the Buwun True tourist village has not been thoroughly carried out actively. Currently, promotion still relies on volunteers. The spread of information is limited to tourist attractions, but creative economy products are still

untouched. External media is also still lacking in promoting all potential holistically [29].

Thus, the indicators of mutual need in the Culinary Center Partnership with the UPTD Mangrove Botanical Gardens in Surabaya City have fulfilled aspects of human resources and facilities. Meanwhile, promotion at the Medokan Sawah Culinary Center still needs to be improved so that there is no social jealousy between MSMEs in the Gunung Anyar area and Medokan Sawah.

IV. CONCLUSIONS

Research results and data findings in the field regarding the Culinary Center Partnership Model with the UPTD Mangrove Botanical Gardens in Surabaya City show a mutualistic partnership model, namely a mutually beneficial partnership. Based on the research focus, namely Equality, Transparency, and a win-win solution, it can be concluded as follows: Equality in the partnership between the UMKM Culinary Center and UPT Mangrove Botanical Gardens is still not going well, even though mutual respect is characterized by decision-making in two flexible and patent ways. However, there are still things that are not appropriate, such as the absence of a cooperation agreement/MoU even though it is based on mutual trust and a lack of respect for the rules for visitors who often violate this by bringing food and drinks from outside the Surabaya City Mangrove Botanical Gardens. The transparency of the partnership between the MSME Culinary Center and the UPTD Mangrove Botanical Gardens in Surabaya City is good. This can be seen from the UPTD Mangrove Botanical Gardens aspect of good communication by holding regular meetings. It is also related to the transparency of management information regarding the registration flow, the flow of orders in large quantities, and the preparation of large quantities, which will be communicated and confirmed with the parties involved. Then, the financial management information regarding booth rental payments is quite good, which has been provided since the start of occupying the booth at the Surabaya City Mangrove Botanical Gardens culinary center. Payments for orders in large quantities also go directly through each MSME coordinator. A win-win solution, the partnership between the MSME Culinary Center and UPT Mangrove Botanical Gardens is quite good. This can be seen from the quota for filling booths at the Gunung Anyar culinary center, which has been fulfilled, even though one booth remains in the quota at Medokan Sawah. Then, the benefits obtained by both parties are that the MSME culinary center operators gain added value from selling various food and drink menus, while the UPTD managing the Mangrove Botanical Gardens gets an increase in Regional Original Income (PAD) from ticketing. Furthermore, the facilities at Gunung Anyar are complete, but the facilities in the Medokan Sawah area only do not have fans or WiFi. Then, related to promotion, the culinary center in the Gunung Anyar area is increasing because of its strategic location, from the entrance to the Mangrove Botanical Gardens. However, this is not the case with the Medokan Sawah area, which lacks promotion because the area is far from the entrance to the Surabaya City Mangrove Botanical

Gardens and the lack of directions to the Medokan Sawah MSME culinary center.

REFERENCES

- [1] F. S. Rinawati, H. S. & Sadewo, "Pengembangan Model Kemitraan Umkm Dengan Usaha Skala Sedang Dan Besar Di Jawa Timur Melalui Program Corporate Social Responsibility (Csr)," *Matra Pembaruan*, Vol. 3, No. 2, Pp. 67–77, 2019, Doi: 10.21787/Mp.3.2.2019.67-77.
- [2] & Rifai, A. Ridha, M. H. And N. R. Cahyani, "Apakah Terdapat Hubungan Signifikan Antara Penyaluran Kur Dan Pertumbuhan Kredit Umkm Pada Regional Jawa ?," Pp. 76–87, 2024.
- [3] Undang-Undang Republik Indonesia Nomor 20 Tahun 2008, "Undang-Undang Republik Indonesia Nomor 20 Tahun 2008," No. 1, 2008.
- [4] J. A. Maulana, A. A., "Perkembangan Ekonomi Kawasan Jembatan Merah Masa Pemerintahan Walikota Moestadjab Tahun 1952-1956 Avatara , E-Journal Pendidikan Sejarah Volume 15 , No . 2 Tahun 2024," Vol. 15, No. 2, 2024.
- [5] N. W. Nafi'ah, B. A., & Fath-Hiah, "Implementasi Program Jaminan Sosial Ketenagakerjaan Pada Pekerja Formal Di Bpjs Ketenagakerjaan Tanjung Perak," *Public Inspir. J. Adm. Publik*, Vol. 8, No. 2, Pp. 67–75, 2023, Doi: 10.22225/Pi.8.2.2023.67-75.
- [6] R. Syuldairi, R., & Febrina, "Kemitraan Berbasis Pemberdayaan Masyarakat Dalam Pengembangan Wisata Mangrove Di Desa Bokor, Kecamatan Rangsang Barat, Kabupaten Kepulauan Meranti," *J. Gov. Innov.*, Vol. 3, No. 2, Pp. 130–153, 2021, Doi: 10.36636/Jogiv.V3i2.744.
- [7] & Pane, M. M., A. W. Hasyim, And Surjono., "Faktor Yang Mempengaruhi Perubahan Tutupan Lahan Ruang Terbuka Hijau Di Pantai Timur Surabaya," ... *Environ. J. ...*, Vol. 9, No. 0341, Pp. 99–110, 2020.
- [8] H. K. Sanjaya, Y. A., & Pratiwi, Y. S. & Merdekawati, S., & Tantri, "Pengembangan Potensi Mangrove Sebagai Produk Pangan Intermediate Di," Vol. 1, Pp. 64–69, 2023.
- [9] S. Organisasi Et Al., "Peraturan Walikota Surabaya Nomor 41 Tahun 2023 Tentang Pembentukan Dan Susunan Organisasi Unit Pelaksana Teknis Kebun Raya Mangrove Pada Dinas Ketahanan Pangan Dan Pertanian Kota Surabaya," 2023.
- [10] P. Daerah Et Al., "Peraturan Daerah Kota Surabaya Nomor 7 Tahun 2023 Tentang Pajak Daerah Dan Retribusi Daerah," 2023.
- [11] D. G. Nugraha, "Pemenang Surabaya Tourism Awards 2024 : Kebun Raya Mangrove Surabaya Jadi Wisata Ramah Anak," <https://Harian.Disway.Id/Read/795104/Pemenang-Surabaya-Tourism-Awards-2024-22-Kebun-Raya-Mangrove-Surabaya-Jadi-Wisata-Ramah-Anak>, 2024.
- [12] R. R. Hardani, Auliya, N. H., Andriani, H., Fardani, R. A., Ustiawaty, J., Utami, F. E., Sukmana, J. D., Istiqomah, *Buku Metode Penelitian Kualitatif & Kuantitatif*, No. March. 2022.
- [13] A. T. Sulistiyani, *Kemitraan Dan Model-Model Pemberdayaan*. Yogyakarta: Gava Media., 2017.
- [14] Z. Abdussamad, *Metode Penelitian Kualitatif*. Makassar: Cv. Syakir Media Press., 2021.
- [15] A. M. H. & S. Miles B. Matthew, *Qualitative Data Analysis*. America, 2015.
- [16] Y. Wibisono, *Membedah Konsep& Aplikasi Csr Corporate Social Responsibility*. Gresik: Fascho Publishing, 2007.
- [17] S. Daraba, D., & Muwarni, S. I., & Dione, F., & Rudi, "Pola Prinsip Kemitraan Dalam Pengembangan Pariwisata Di Kabupaten Purbalingga Provinsi Jawa Tengah," *Profit*, Vol. 14, No. 2, Pp. 56–62, 2020, Doi: 10.21776/Ub.Profit.2020.014.02.7.
- [18] S. Hindaria, B. Kusbandrijo, And E. Wahyudi, "Peran Dinas Kebudayaan Dan Pariwisata Kota Surabaya Dalam Pemulihan Sektor Wisata Kebun Raya Mangrove Gunung Anyar Pasca Pandemi," *J. Penelit. Adm. Publik*, Vol. 3, No. 5, Pp. 309–326, 2023.
- [19] M. D. Anggiani, P., & Hikmawan, "Dinamika Kemitraan Antara Perum Perhutani Dengan Lembaga Masyarakat Desa Hutan (Lmdh) Dalam Pelestarian Hutan Mangrove," Vol. 4, No. 2, Pp. 112–127, 2022.
- [20] T. D. Aquatama, P. R., & Karsidi, R., & Kartono, "Peran Pemerintah Desa Rendeng Dalam Pengembangan Desa Wisata Edukasi Gerabah Di Desa Rendeng, Kecamatan Malo, Kabupaten Bojonegoro," *J. Tek. Ind. Terintegrasi*, Vol. 7, No. 1, Pp. 101–108, 2024, Doi: 10.31004/Jutin.V7i1.24340.
- [21] E. Mahirah N. And & Okpanzan, "Analisis Kemitraan Pengelolaan Sampah Melalui Bank Sampah Menuju Zero Waste Di Kota Batam," *Student Online J. Univ. Marit. Raja Ali Haji*, Vol. 3, No. 1, Pp. 543–555, 2022.
- [22] F. Sunia Utari, Edison, & Kurnianingsih, "Model Kemitraan Dalam Program Pembinaan," *J. Adm. Publik*, Vol. 5, No. 1, 2023.
- [23] S. M. Devita Ershanty , Bambang Utoyo S, "Kemitraan Dinas Sosial Provinsi Lampung Dan Lembaga Kesejahteraan Sosial Amanah Bunda Dalam Rehabilitasi Sosial Penyandang Disabilitas," Vol. 2, Pp. 1–44, 2020.
- [24] I. M. Dewi, D. Kagungan, And D. Yulianti, "Kemitraan Antar Stakeholders Dalam Pengembangan Agrowisata Di Desa Sungai Langka Kabupaten Pesawaran," *Adm. J. Birokrasi, Kebijakan. Dan Pelayanan Publik*, Vol. 3, No. 2, Pp. 101–111, 2021, Doi: 10.23960/Administrativa.V3i2.69.
- [25] D. Fauzi S., & Mashur, "Pelaksanaan Program Corporate Social Responsibility (Csr) Pt Pln (Persero) Unit Induk Wilayah Riau Dan Kepulauan Riau," *Ekonomika*, Vol. 12, No. 1, Pp. 202–209, 2023.

- [26] F. Lisa, C. Fabita, M. Rahmadini, M. Musleh, And M. Husni Tamrin, "Pola Kemitraan Pemerintah Kota Surabaya Dan Masyarakat Dalam Pengelolaan Sampah Di Jambangan Kota Surabaya," *Adm. Publik, Univ. Hang Tuah, Indones.*, Vol. 10, No. 1, Pp. 37–56, 2024.
- [27] K. Milasari, R., Astuti, R. S., & Kismartini, "Kemitraan Pengelolaan Sampah Plastik Di Tpa Temurejo Kabupaten Blora," 2024.
- [28] N. Rukmana, *Strategic Partnering For Educational Management*. 2006.
- [29] S. A. Susanty, Sri, Murianto, "Pola Kemitraan Pentahelix Dalam Pengembangan Desa Wisata Buwun Sejati, Lombok Barat Ntb," Vol. 18, No. 1978, Pp. 243–255, 2024.
- [30] D. U. Khasanah, "Pola Kemitraan Pemerintah Daerah Dengan Kelompok Sadar Wisata Pandawa Dieng Kulon Dalam Pengembangan Pariwisata," *J. Polit. Gov. Stud.*, Pp. 1–12, 2019.
- [31] N. L. P. Suraji, R. S., Pusung, P., Jaftoran, F., Sasanaung, E. N., Maisyaroh, V., & Dewi, "Pemberdayaan Masyarakat Dalam Pengembangan Desa Wisata Urongo Kecamatan Tondano Selatan Kabupaten Minahasa Provinsi Sulawesi Utara," *Visioner J. Pemerintah. Drh. Di Indonesia.*, Vol. 13, No. 1, Pp. 85–100, 2021, Doi: 10.54783/Jv.V13i1.376.
- [32] M. Nurhayati, H., Rini, F. A. S. R., Hendrayana, "Strategi Pemasaran Desa Wisata Organik Sukorejo Kabupaten Sragen Jawa Tengah," *Cetak) J. Innov. Res. Knowl.*, Vol. 4, No. 2, Pp. 1101–1112, 2024.