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Implementing The Policy To Accelerate The Establishment Of Merah Putih Village Cooperatives: A Case Study Of Hambalang Village, Bogor Regency, Indonesia

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Abstract

The Indonesian government's Merah Putih Village/Subdistrict Cooperative (Koperasi Desa/Kelurahan Merah Putih, or KDMP) initiative seeks to strengthen village-level economic institutions and expand community access to economic opportunities. However, formal establishment does not necessarily ensure that a cooperative can operate effectively, attract active participation, or generate widely shared benefits. This article examines the implementation of Presidential Instruction No. 9 of 2025 on accelerating the establishment of Merah Putih Village/Subdistrict Cooperatives in Hambalang Village, Bogor Regency, West Java. It also identifies strategies to improve implementation. The study uses a qualitative descriptive case-study approach. Data were collected through non-participant observation, semi-structured in-depth interviews with purposively selected stakeholders, and documentary analysis. The analytical framework adapts Merilee S. Grindle's implementation model, examining policy content, implementation context, and outcomes. The findings indicate that the cooperative has been institutionally established and supported by facilities that include a staple-goods outlet, pharmacy, village clinic, office, and warehouse. Nevertheless, these outputs should not be equated with full policy success. Implementation remains constrained by uneven managerial capacity, the need for sustained technical assistance, coordination and role-allocation challenges, limited community participation, and uncertainty concerning access to business capital. Training and financial-management guidance have been provided by the Bogor Regency Cooperative and

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Small and Medium Enterprises Office, while computer support from BRI has primarily assisted administrative work.

Keywords: Policy implementation, village cooperative, Merah Putih Village Cooperative, local governance

INTRODUCTION

Village development is shaped by the interaction of local economic potential, social relations, public institutions, and the capacity of communities to organize productive activity. Villages are not merely administrative units; they are social and economic spaces in which households depend on local resources, informal networks, markets, and public services. Consequently, rural development requires institutions capable of connecting local assets with production, distribution, finance, information, and market opportunities.

Cooperatives differ from conventional investor-owned businesses because members generally occupy a dual position as owners and users of services. This structure can strengthen collective bargaining, widen access to productive resources, and support economic participation among groups that face barriers in conventional markets. However, the cooperative form alone does not guarantee success. Performance depends on governance, member engagement, managerial competence, access to capital, market connections, and the ability to maintain services that members value (Novkovic, 2008; Wolz, 2010).

The Indonesian government introduced the Merah Putih Village/Subdistrict Cooperative initiative through Presidential Instruction No. 9 of 2025, which directs an accelerated process for establishing cooperatives across villages and urban wards. The policy involves multiple levels of government and requires coordination among central ministries and agencies, regional governments, village administrations, cooperative managers, and communities. In this setting, implementation is not simply a matter of completing registration or meeting a numerical target.

Bogor Regency provides a significant context for examining this implementation challenge. According to the thesis data used in this study, the regency's target covered 435 village and urban-ward areas: 416 villages and 19 urban wards. The thesis reports that 434 cooperatives were established in 2025 and one had been established in 2024, producing a total of 435 cooperatives.

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Hambalang Village, in Citeureup District, Bogor Regency, is a particularly relevant case. The village was the location of the national launch of the Merah Putih Village Cooperative program on 21 July 2025 and was identified as one of the pilot cooperatives in West Java. The Hambalang cooperative is reported to have a staple-goods outlet, a pharmacy, a village clinic, an office, and a warehouse. These facilities represent an important initial institutional and physical foundation.

The thesis underlying this article identifies several implementation concerns. These include the capacity of cooperative managers and employees, coordination among organizations, the division of responsibilities, support for capital and operational resources, and community participation. The cooperative's managers reported that expected business financing from state-owned banks had not been received as anticipated. Computer support from Bank Rakyat Indonesia (BRI) was useful mainly for administrative functions. The Bogor Regency Cooperative and Small and Medium Enterprises Office had provided financial-management training, but ongoing guidance remained necessary.

These issues reflect a central problem in public policy: the gap between policy outputs and policy outcomes. Outputs such as legal establishment, organizational structures, and facilities are visible and relatively easy to count. Outcomes—such as effective service delivery, increased member participation, stronger local economic activity, and sustained benefits—require time, appropriate resources, and functioning institutional relationships. Implementation research is therefore needed to explain why an apparently completed policy may remain only partially effective in practice.

This article addresses two questions. First, why has the implementation of Presidential Instruction No. 9 of 2025 concerning the establishment of the Merah Putih Village Cooperative in Hambalang not yet been fully optimized? Second, what strategies could improve its implementation? The article applies Grindle's framework, which emphasizes both the content of policy and the context in which implementation occurs, while also examining implementation outcomes. Its contribution is a grounded account of how a nationally directed cooperative policy is translated into local institutional practice in a pilot village.

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THEORETICAL STUDY

Cooperatives And Local Economic Development

A cooperative is an autonomous association formed voluntarily to meet common economic, social, and cultural needs through a jointly owned and democratically controlled enterprise (ILO, 2002). Its distinctive principles include member participation, democratic control, and the relationship between ownership and use. These principles can make cooperatives instruments for strengthening local economic agency, but they also create governance responsibilities. Managers must balance commercial viability with member needs, provide transparent information, and maintain mechanisms through which members can influence decisions.

Research on agricultural and rural cooperatives has highlighted the potential contribution of collective organization to market access, bargaining power, household income, and productive capacity. Ahmed and Mesfin (2017), for example, examined agricultural cooperative membership and smallholder welfare in Ethiopia, while Mojo et al. (2017) investigated relationships between cooperative membership and household income and assets.

For village cooperatives, the local institutional environment is especially important. A cooperative may operate alongside village-owned enterprises, micro and small businesses, informal traders, public-service providers, and community groups. Coordination and role clarity can reduce duplication and help institutions complement one another. Conversely, unclear responsibilities may produce overlapping activities, inefficient resource use, or competition that undermines local trust. The cooperative should therefore be understood not as an isolated organization but as one component of a wider local economic and governance system.

Policy implementation Framework : Content and Context

Policy implementation is the process through which policy decisions are translated into actions, organizational practices, and public outcomes. A policy can be clearly stated at the central level yet encounter difficulties when it reaches organizations with different capacities, incentives, and local circumstances. Implementation analysis consequently examines not only the formal design of a policy but also the people, institutions, resources, and relationships involved in carrying it out.

Grindle's (1980) framework is particularly useful because it connects policy content with implementation context. The content dimension considers the interests affected, types of

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benefits, expected degree of change, location of decision-making, program implementers, and resources committed. The context dimension examines the power, interests, and strategies of actors; institutional characteristics and governing arrangements; and the compliance and responsiveness of implementers. Together, these dimensions help explain why the same policy direction may be implemented differently across localities.

For the Hambalang case, the content dimension directs attention to the intended beneficiaries, the cooperative's expected economic and social benefits, the scale of institutional change, decision-making authority across government levels, the roles of implementing actors, and the adequacy of human, financial, informational, and physical resources. The context dimension focuses on coordination among the central government, Bogor Regency agencies, the village administration, cooperative management, BRI, members, and the wider community. It also considers how institutional routines, competing responsibilities, and responsiveness affect implementation.

From Outputs to Outcomes

A policy's formal output is not equivalent to its ultimate outcome. Establishing a cooperative, assigning a management team, or providing a building may be necessary steps, but they do not prove that the organization is delivering reliable services or improving economic opportunities. Outcomes should be assessed through the effects experienced by individuals and groups, as well as the extent to which the changes introduced are accepted and sustained. Grindle's attention to outcomes is therefore important for distinguishing administrative completion from substantive implementation.

This distinction is central to the present case. Hambalang has an established cooperative and a reported set of facilities, but its operational performance and the breadth of community benefits require separate assessment. In particular, access to working capital, managerial skills, member participation, business planning, and the responsiveness of support institutions influence whether facilities can be converted into consistent services. The article consequently treats institutional establishment as an important output, while considering effective operations, member engagement, and demonstrated community benefits as outcome-related concerns.

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RESEARCH METHODOLOGY

The study uses three linked analytical propositions. First, implementation is more likely to be effective when the policy's intended benefits are translated into clear responsibilities and realistic operational arrangements. Second, implementation depends on the interaction of organizational capacity and the local institutional context; resources that exist formally may have limited value if they are not accessible, adequate, or matched to operational needs.

This study employs a qualitative descriptive case-study approach to understand the implementation of Presidential Instruction No. 9 of 2025 in Hambalang Village, Bogor Regency. A qualitative approach is appropriate because the research concerns implementation processes, stakeholder interpretations, institutional relationships, and the practical barriers that shape the policy in its local setting (Creswell & Poth, 2018).

Data collection combined non-participant observation, semi-structured in-depth interviews, and documentary analysis. Non-participant observation was used to examine the cooperative's setting, the performance of administrative and operational tasks, the division of responsibilities, interactions among implementers, service activities, and the use of available facilities. Semi-structured interviews enabled participants to explain their roles, experiences, understanding of the policy, perceived constraints, and views about possible improvements.

Informants were selected purposively because of their knowledge of or direct involvement in implementation. They included a central-government official responsible for village-government planning, finance, and assets; officials from the Bogor Regency Community and Village Empowerment Office; an official from the Bogor Regency Cooperative and Small and Medium Enterprises Office; the village head and village secretary; the cooperative chair; cooperative administrators or employees; and an active cooperative member.

Data analysis followed the interactive model of Miles, Huberman, and Saldaña (2014): data condensation, data display, and conclusion drawing and verification. First, information was selected and organized according to its relevance to the research questions. Second, the data were displayed thematically using Grindle's policy-content and implementation-context categories, with a separate focus on outcomes and optimization strategies.

The analysis is bounded by the scope of a single village case. It does not claim statistical generalizability to all Merah Putih Village Cooperatives in Indonesia. Instead, it offers an analytically grounded explanation of implementation issues that may be relevant to other

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locations, subject to differences in local resources and institutional conditions. The article also avoids treating anticipated impacts as measured effects.

RESULTS AND DISCUSSION

Institutional Establishment and Policy Content

The policy has produced an identifiable institutional output in Hambalang: the Merah Putih Village Cooperative has been established and is associated with several facilities, namely a staple-goods outlet, a pharmacy, a village clinic, a cooperative office, and a warehouse. Hambalang's designation as a pilot location and its role in the national launch provide the cooperative with visibility and symbolic importance. These conditions can create opportunities for coordination and learning, but they can also generate expectations that must be matched by operational readiness.

The policy's intended beneficiaries and stakeholders extend beyond the cooperative's management. They include village residents, cooperative members, employees, local businesses, village government, regional agencies, central ministries, and external partners. Each group has distinct interests. Government actors are concerned with policy implementation and institutional coverage; cooperative managers must organize and sustain the business; members expect services and meaningful participation; and residents need clear information about the cooperative's purpose, membership, and practical benefits. These interests can be aligned only if communication and decision-making are sufficiently clear.

The content of the policy also implies a significant degree of change. The initiative is not merely an instruction to create a legal entity. It aims to establish a local economic institution capable of delivering services and supporting village economic activity. This ambition requires a transition from administrative formation to reliable operations.

Decision-making is distributed across different levels. National policy provides the direction and acceleration agenda, while regional and village institutions facilitate implementation and the cooperative's management must make operational decisions within its authority. This multilevel arrangement makes role clarity essential. If actors are unsure which institution is responsible for solving a particular problem—such as business financing, training, administrative requirements, or operational support—issues may remain unresolved or be passed between institutions.

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Implementers and human-resource capacity

The findings identify managerial and operational capacity as a significant implementation concern. Cooperative managers and employees need more than general awareness of cooperative principles. Their work requires practical skills in administration, financial management, business planning, inventory, service delivery, member communication, and compliance with relevant procedures. The underlying thesis indicates that the understanding of duties, authority, and implementation mechanisms needs continued strengthening.

The regional Cooperative and Small and Medium Enterprises Office has provided financial-management training. This is a relevant intervention because accurate records and sound financial practices are fundamental to accountability and operational decision-making. However, one-off training cannot be assumed to resolve all capability gaps. Managers may need follow-up assistance when applying procedures to actual transactions, preparing reports, reviewing costs, developing business plans, and addressing problems as they emerge. Capacity development should therefore be continuous, role-specific, and linked to observable changes in work practices.

Human-resource development should also include communication and community engagement. Cooperative leaders need to explain the cooperative's objectives, membership procedures, services, and the responsibilities of members in accessible language. They also need to listen to residents' needs and use feedback when deciding which services and business activities to prioritize. If communication is limited to announcements about the cooperative's existence, community members may know that it has been established without understanding how they can participate or what benefits they can reasonably expect.

The evidence points to a difference between providing training and institutionalizing capability. Training is an input; improved administrative accuracy, clearer role performance, reliable financial reporting, and more responsive service are the practices through which its value becomes visible. A stronger implementation strategy would therefore map competencies, identify gaps by role, provide mentoring, and review performance periodically. This approach would allow the cooperative and its supporting agencies to direct assistance where it is most needed.

Resources, Financing, and Facilities

The cooperative's reported facilities represent a material foundation for its operations. A staple-goods outlet, pharmacy, clinic, office, and warehouse suggest an intended range of

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services and logistical functions. Nevertheless, physical infrastructure is only one part of the resource base. Facilities require operating funds, inventory, staffing, maintenance, systems for procurement and recordkeeping, and demand from users. If these complementary resources are not available, infrastructure alone cannot ensure service continuity.

A notable constraint concerns access to business capital. According to the thesis findings, cooperative management reported that the expected business financing from state-owned banks had not been received as anticipated. This should be interpreted carefully: the finding records the reported financing difficulty and does not, by itself, establish the reason for the delay or imply that a particular institution breached an obligation. Yet it does show that uncertainty around financing can limit business planning.

The thesis also reports computer support from BRI, which was primarily useful for administrative purposes. Such support can improve basic documentation and recordkeeping, but a computer does not automatically provide a complete digital management system or resolve broader financing and operational needs. Its effectiveness depends on staff skills, appropriate software and procedures, data quality, maintenance, and integration into routine decision-making. The case thus demonstrates the need to assess resources according to their practical contribution to the tasks the cooperative must perform.

Resource planning should connect business ambitions to realistic operational capacity. Each unit—whether retail, pharmacy, clinic, or warehousing—has distinct requirements and risks. The cooperative should identify the purpose of each unit, expected demand, staffing requirements, procurement processes, operating costs, revenue assumptions, and service standards. This would help management avoid treating the number of facilities as a sufficient indicator of readiness. It would also provide a more concrete basis for discussions with government agencies and financing partners.

Coordination and Institutional Relationships

Implementation depends on coordination among central and regional government, village administration, cooperative management, support institutions, and community stakeholders. These actors possess different mandates and resources. The central government sets policy direction; regional agencies facilitate and provide guidance within their responsibilities; village government contributes local coordination; cooperative managers oversee operations; and members and residents are central to the cooperative's legitimacy and

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use. Effective implementation requires these roles to work together without assuming that one actor can substitute for all the others.

The findings identify coordination and role allocation as areas requiring further strengthening. Coordination is not simply the existence of meetings or communication channels. It requires agreement on who is responsible for each task, how information is shared, where decisions are made, how unresolved issues are escalated, and who follows up. When responsibilities are not explicit, a problem can be acknowledged by several actors without being resolved by any of them.

The cooperative also operates within a broader village economic environment that may include existing institutions such as village-owned enterprises (BUMDes). The thesis identifies the relationship between the cooperative and existing village economic institutions as a matter requiring attention. Both may have roles in local economic development, but their relationship should not be presumed to be either competitive or complementary without examining their actual activities. A clear division of functions, information-sharing arrangements, and opportunities for cooperation can reduce duplication and support more coherent local development.

Institutional coordination should be practical and problem-oriented. A regular coordination mechanism could maintain a shared record of outstanding issues, assign a responsible institution and focal person to each issue, establish realistic deadlines, and review whether agreed actions have been completed. This is particularly important for matters that cannot be solved by cooperative management alone. Such a mechanism would turn coordination from a general aspiration into an observable process with accountability.

Compliance, Responsiveness, and Community Participation

Implementation quality also depends on whether actors understand and perform their responsibilities and whether they respond to emerging needs. Compliance should not be reduced to formal obedience or document completion. In an operational cooperative, it includes maintaining proper records, following agreed procedures, communicating decisions, and fulfilling assigned responsibilities. Responsiveness involves recognizing a problem, providing accurate information, deciding on an appropriate response, and ensuring follow-up.

The thesis findings indicate that implementers' responsiveness needs to be strengthened through clearer mechanisms for raising operational problems, two-way communication,

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appropriate assistance, and monitoring of follow-up. The ability to report a problem is only the first step. A responsive system should make it clear who receives the report, how its urgency is assessed, what action is expected, and how the person raising the issue learns about the outcome.

Community participation remains another concern. The cooperative's existence and facilities do not automatically produce active participation by members or broad acceptance among residents. Participation can be affected by the relevance of services, the clarity of membership arrangements, trust in management, the perceived value of the cooperative, and the quality of communication. The thesis does not establish that benefits have already been experienced widely across the community.

To strengthen participation, cooperative management should communicate transparently about services, business priorities, membership rights, performance, and the ways residents can provide feedback. It should also create accessible channels for questions and complaints and show how community input affects decisions. Participation is more likely to become meaningful when residents can see a connection between their input, the services offered, and the cooperative's conduct. Monitoring should distinguish formal membership from active engagement and actual use of services.

Outcomes: The Gap Between Establishment and Substantive Performance

The implementation outcomes in Hambalang are mixed. On the one hand, the cooperative has been established and a set of supporting facilities has been reported. Training and administrative support have also been provided. These are relevant outputs and enabling conditions. On the other hand, the available evidence does not demonstrate that the cooperative has fully achieved its intended economic and social outcomes. Constraints related to managerial capacity, coordination, access to capital, and participation remain material.

The most important analytical distinction is between institutional presence and demonstrated public value. The cooperative's physical and organizational presence may create opportunities to improve access to goods and services, strengthen local economic activity, and support collective action. But those benefits depend on whether units operate reliably, whether residents use them, whether the cooperative can sustain its activities financially, and whether members trust and participate in its governance.

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This does not mean that the policy has failed. Rather, the case indicates that implementation remains a process and that the early outputs need to be followed by organizational consolidation. A more complete evaluation would track both implementation processes and results. Process indicators could include training completion, clarity of role assignments, response times, and resolution of coordination issues.

Summary of the Principal Implementation Barriers

Taken together, the findings point to five connected barriers. First, human-resource capacity needs ongoing development and practical mentoring. Second, the cooperative requires a clearer match between facilities, business plans, and operational resources. Third, access to business financing has not met management's reported expectations, creating uncertainty for planning. Fourth, coordination and the division of responsibilities among institutions need to be made more explicit. Fifth, community participation and outcome evidence require greater attention.

The implications are cumulative. A cooperative with facilities but limited working capital may not be able to provide services consistently. A management team with training but no follow-up support may struggle to apply new procedures. A community that receives little information may remain passive even when services are available. For this reason, the response should not consist of isolated interventions. Capacity building, financing facilitation, coordination, responsiveness, and participation need to be treated as complementary parts of a single implementation strategy.

DISCUSSION

The Hambalang case reinforces Grindle's (1980) argument that implementation depends on the interaction between policy content and implementation context. The policy has a clear broad objective: accelerate the establishment of village and urban-ward cooperatives. The Hambalang cooperative has been established and is associated with several facilities.

First, the content of the policy creates a demanding operational agenda. A cooperative with multiple service units needs management systems and resources that correspond to the complexity of its activities. The existence of a pharmacy, clinic, retail outlet, office, and warehouse implies different operational needs and responsibilities. A policy that promotes rapid

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institutional formation must therefore be accompanied by realistic mechanisms for organizational consolidation.

Second, the context of implementation shapes whether formal support becomes useful support. The reported computer assistance illustrates the difference between providing an input and meeting a broader operational need. Similarly, financial-management training is a positive intervention, but its contribution depends on whether managers can apply the skills to routine practices and whether follow-up guidance is available. The reported difficulty in accessing expected business financing adds another layer: managers need sufficiently clear information about available financing, eligibility, requirements, timelines, and alternatives to plan responsibly.

Third, implementation is inherently inter-organizational. No single actor controls every relevant resource. The central government provides policy direction, regional agencies provide support within their mandates, village government facilitates local coordination, and cooperative management is responsible for organizational operations. Members and residents are not merely passive recipients; their participation and use of services are essential to the cooperative's relevance. This distributed structure makes role clarity and accountability essential. A shared issue-tracking process, named focal points, and explicit follow-up responsibilities could help connect actors' contributions.

Fourth, the case calls attention to the role of participation in policy outcomes. Cooperatives are not simply public facilities delivered to a community; they are member-based organizations whose legitimacy depends partly on active involvement and responsiveness to shared needs. If residents do not understand the cooperative's services or do not perceive them as relevant, the existence of the organization may not translate into meaningful use. Communication must therefore go beyond informing residents that the cooperative exists.

Fifth, evaluation should move from input and output measures toward a balanced set of implementation and outcome indicators. Counting established cooperatives is useful for measuring administrative coverage, but it cannot establish service quality or community benefit. In Hambalang, an appropriate evaluation system would combine measures of institutional readiness with operational and participation indicators.

These findings suggest a practical interpretation of policy success. Rapid establishment may be a necessary first stage, but a cooperative's longer-term success requires the conversion of policy authority and initial resources into organizational capability and member value. The

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implementation process should therefore be adaptive. Monitoring should identify bottlenecks early, assistance should respond to actual needs, and local actors should be able to communicate obstacles to the institutions that can resolve them.

STRATEGIES TO OPTIMIZE IMPLEMENTATION

Establish a Competency-Based Capacity-Development Program

The first priority is a structured capacity-development program for the cooperative's chair, administrators, employees, and relevant village-level actors. Training should be based on a practical assessment of competency gaps rather than delivered as a generic package. Core topics should include cooperative governance, role allocation, financial administration, bookkeeping, cash-flow planning, inventory control, procurement, service standards, business planning, risk management, and member communication. Each role should have clear learning objectives and work-related outputs.

Training should be followed by mentoring and periodic review. A mentor or technical-support team could help managers apply procedures to real transactions, prepare financial reports, review operating costs, and develop feasible business plans. Performance review should examine whether skills have been applied, not merely whether participants attended a session. Useful indicators include the timeliness and completeness of financial reports, consistency of inventory records, clarity of task assignments, and the completion of agreed business-planning activities.

Clarify institutional roles and coordination procedures

The second priority is to formalize a practical coordination arrangement among relevant agencies, village government, cooperative management, and partners. The arrangement should specify which institution is responsible for policy guidance, cooperative development, village-level facilitation, operational decisions, financing information, and monitoring. It should identify focal persons and establish a predictable schedule for reviewing outstanding issues. Where responsibilities overlap, the parties should agree on a lead institution and a supporting institution.

A shared action log could record each issue, the date raised, the responsible party, the required action, the target date, and the status of follow-up. This would be particularly useful for cross-institutional issues, including access to financing, administrative requirements, technical

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assistance, and operational constraints. Coordination should be assessed through resolution and follow-up, not simply by the number of meetings held.

Link Facilities to a Realistic Business and Resource Plan

Third, the cooperative should prepare or update an integrated business and resource plan for each unit. The plan should specify the service purpose, target users, expected demand, operating costs, staffing needs, procurement arrangements, revenue assumptions, maintenance requirements, and risks. The plan should also distinguish essential operating costs from expansion ambitions. This would help management determine which activities can be sustained with available resources and which require additional support.

The financing issue should be addressed through transparent and documented communication with relevant institutions. Cooperative management and supporting agencies should clarify the status of financing requests, applicable requirements, decision authority, expected timelines where available, and possible alternatives. The article does not prescribe a particular financing outcome; it recommends a process that reduces uncertainty and enables realistic planning. Financial monitoring should include cash-flow forecasts, expenditure controls, periodic financial statements, and clear accountability for decisions.

Strengthen Operational Governance and Accountability

Fourth, operational governance should be strengthened through written job descriptions, standard operating procedures, financial controls, recordkeeping routines, and regular management reviews. Each task should have a responsible person and a clear reporting line. Procedures should be proportionate to the cooperative's scale and should support—not overwhelm—daily operations. Records should be sufficiently complete to support decisions about inventory, service delivery, expenditure, and business performance.

The cooperative should also establish a simple risk register that identifies major operational, financial, governance, and service risks; assesses their likelihood and potential consequences; and assigns mitigation actions. Such a register can help managers prioritize issues and communicate needs to supporting agencies. Transparency should be reinforced through regular communication with members about services, operational priorities, and performance, subject to appropriate protections for confidential information.

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Create a Responsive Problem-Resolution Mechanism

Fifth, the cooperative and its supporting institutions should introduce a clear mechanism for reporting and resolving implementation problems. Managers, employees, members, and residents should know where to direct questions or complaints. Each issue should be acknowledged, assigned to a responsible person or institution, assessed according to urgency, and followed through until a resolution or clear explanation is provided. Where the issue is outside the receiving actor's authority, it should be referred to the appropriate institution rather than left unanswered.

Responsiveness can be assessed through the time taken to acknowledge a problem, the clarity of information provided, the appropriateness of the response, and whether the agreed action is completed. Recurrent issues should trigger a review of underlying causes. This mechanism would help transform responsiveness from an abstract expectation into an observable implementation practice.

Expand Member Participation and Community Communication

Sixth, the cooperative should build a more systematic relationship with members and the wider community. Communication should explain the cooperative's services, membership procedures, member rights and responsibilities, and channels for participation. Meetings and consultations should be accessible and should provide opportunities for residents to identify needs, ask questions, and offer feedback. The cooperative should report how it has responded to feedback so that participation is seen to influence decisions.

The cooperative should distinguish the number of registered members from active participation. Relevant measures may include attendance at member meetings, use of services, feedback received and resolved, and participation in cooperative decision-making. These measures should be interpreted in context and should not become targets that encourage superficial participation. The purpose is to understand whether the cooperative is building an active relationship with the people it is intended to serve.

Introduce Outcome-Oriented Monitoring and Evaluation

Finally, monitoring should cover inputs, processes, outputs, and outcomes. Inputs include staffing, training, facilities, and financial resources. Process indicators include role clarity, coordination, response time, and completion of agreed actions. Output indicators include

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services delivered, operating units functioning, and reports produced. Outcome indicators should focus on service continuity, member participation, satisfaction, and credible evidence of benefits to users. Where economic changes are assessed, the cooperative should establish baseline information and collect comparable data over time.

The monitoring framework should be manageable and should assign responsibility for collecting and reviewing each indicator. Results should be discussed in regular management and coordination meetings and used to revise assistance. An outcome-oriented approach would avoid equating establishment with success while also recognizing the value of early institutional outputs. It would support gradual improvement and provide a more defensible basis for assessing whether the policy is achieving its objectives.

CONCLUSION

This article examined the implementation of Presidential Instruction No. 9 of 2025 concerning the accelerated establishment of Merah Putih Village Cooperatives, using Hambalang Village in Bogor Regency as a case study. The findings show that the cooperative has been institutionally established and is associated with a staple-goods outlet, pharmacy, village clinic, office, and warehouse. Training in financial management and administrative support have also been provided.

The main constraints identified are the need for stronger human-resource capacity, more sustained technical assistance, clearer coordination and division of responsibilities, uncertainty concerning access to business capital, and the need to improve community participation and responsiveness. These factors are interconnected. Facilities need staff and operating resources; training needs follow-up; financing uncertainty complicates business planning; and limited communication can weaken community engagement.

The article recommends a competency-based training and mentoring program, a clearer inter-organizational coordination mechanism, realistic business and resource planning, stronger operational governance, a traceable problem-resolution system, more meaningful member participation, and monitoring that distinguishes outputs from outcomes. These measures can help align national policy objectives with local implementation capacity and make support more responsive to actual needs.

The study has limitations. It is a qualitative case study of one village and does not support statistical generalization to all cooperatives under the national program. In addition, the findings

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do not establish quantified effects on household income, employment, or local welfare. Future research could compare cooperatives across villages with different levels of readiness, examine implementation over time, and use operational and member-level indicators to assess whether institutional establishment leads to sustained service delivery and measurable community benefits.

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