

International Journal of Social Sciences and Humanities
Vol. 4 No. 3, October 2026, pages: 1787-1803
e-ISSN: 2985-6469
https://ejournal.45mataram.ac.id/index.php/ijssh

Implementation of the Village/Kelurahan Merah Putih Cooperative Policy in Nglawak Village, Nganjuk Regency: An Analysis Based on Edward III's Implementation Model

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Article History

Manuscript submitted:
05 Agustus 2026
Manuscript revised:
17 September 2026
Accepted for publication:
19 Oktober 2026

Keywords

Policy Implementation; Village Cooperative; Edward III Model; Qualitative Case Study;

Abstract

The Village/Kelurahan Merah Putih Cooperative (KDMP) policy aims to strengthen rural economies through community-based economic institutions. This study analyses its implementation in Nglawak Village, Nganjuk Regency, using George C. Edward III's model, which comprises communication, resources, disposition, and bureaucratic structure. A qualitative case study approach was employed, with data collected through interviews with cooperative managers, staff, and an assisting informant from the Indonesian military, supported by documentation and operational records. The findings indicate that implementation benefits from stakeholder coordination, operational assistance, and internal communication and evaluation. However, challenges remain, including limited product availability, delayed stock replenishment, discrepancies between physical inventory and system records, and concerns about task allocation. Furthermore, savings and loans and clinic services have not yet commenced. These findings highlight the need to strengthen resource management, ensure reliable product supplies, and clarify staff responsibilities. This study provides insights into the challenges of implementing the KDMP policy at village level and offers considerations for further evaluation by relevant stakeholders.

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Introduction

Rural economic development depends not only on the availability of resources and government assistance but also on the capacity of local institutions to organise economic activities, connect producers

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with markets, and support community participation. Cooperatives can facilitate collective action and strengthen local economies; however, their contribution depends on effective organisational arrangements and policy implementation rather than formal establishment alone (Sabatier & Mazmanian, 1980; O'Toole, 2000).

In Indonesia, the Village/Kelurahan Merah Putih Cooperative (Koperasi Desa/Kelurahan Merah Putih or KDMP) is a government initiative to strengthen village-level economic institutions. Its implementation is supported by Presidential Instruction No. 9 of 2025 and Minister of Cooperatives Regulation No. 2 of 2025, which establish directions for cooperative development, business management, reporting, monitoring, and evaluation (Republic of Indonesia, 2025a; Ministry of Cooperatives of the Republic of Indonesia, 2025; President of the Republic of Indonesia, 2025). Nevertheless, translating national policy into effective village-level operations requires adequate resources, clear responsibilities, reliable administrative procedures, and coordination among implementing institutions. The existence of formal regulations alone does not guarantee effective implementation, as local organisations must address operational demands within their specific institutional conditions (Matland, 1995).



Figure 1. The Village/Kelurahan Merah Putih Cooperative in Nglawak Village

Edwards III's (1980) policy implementation framework provides an analytical basis for examining these challenges through four dimensions: communication, resources, disposition, and bureaucratic structure. Communication concerns the transmission and understanding of policy information; resources encompass the personnel, information, authority, and facilities required for implementation; disposition refers to implementers' attitudes and commitment; and bureaucratic structure concerns the distribution of responsibilities and administrative procedures. These dimensions help explain how organisational conditions influence implementation outcomes (Edwards, 1980). Furthermore, collaborative governance highlights the importance of coordination among interdependent actors, while network governance emphasises how interorganisational arrangements shape collective action (Emerson et al., 2012; Provan & Kenis, 2008). Together, these perspectives support an examination of both internal organisational processes and external institutional support.

Previous studies have applied policy implementation frameworks to various public-sector contexts, including education and public service delivery (Sitorus, 2019; Tummers & Bekkers, 2014). However, findings from these contexts cannot automatically explain the implementation of village-based cooperatives, which must coordinate administrative responsibilities with business operations, product availability, inventory management, and service development. In Nglawak Village, Nganjuk Regency, preliminary findings from interviews with cooperative management, staff, and an assisting informant indicate that implementation is supported by stakeholder coordination, operational assistance, and internal communication and evaluation. Nevertheless, challenges remain, including limited product availability, delays in stock replenishment, discrepancies between physical inventory and system records, concerns regarding task allocation, and savings and loans and clinic services that have not yet commenced. These conditions highlight the need to examine implementation beyond formal policy arrangements and consider the practical experiences of local implementers.

This study addresses this contextual research gap by analysing KDMP implementation in Nglawak Village using Edwards III's four-dimensional framework. Its contribution lies in examining how communication, resources, disposition, and bureaucratic structure interact with external coordination and day-to-day operational challenges. Accordingly, the study aims to explain how these dimensions operate in practice, identify the implementation challenges reported by selected informants, and examine how internal organisational arrangements interact with external support. The findings are expected to provide practical insights for improving coordination, resource management, task allocation, and operational development, while offering a foundation for further research involving broader stakeholder participation and more comprehensive operational data.

Methods

This study employed a qualitative case study approach to examine the implementation of the Village/Kelurahan Merah Putih Cooperative (KDMP) policy in Nglawak Village, Nganjuk Regency, East Java, Indonesia. This approach was selected to explore implementation processes, organisational practices, interinstitutional coordination, and operational challenges within a specific context (Creswell & Poth, 2018). The case was examined using Edwards III's policy implementation framework, comprising four dimensions: communication, resources, disposition, and bureaucratic structure (Edwards, 1980). Research informants were purposively selected based on their involvement in cooperative management, daily operations, and external assistance. They comprised the cooperative manager, assistant manager, operational staff, and one assisting informant affiliated with the Indonesian military. Data were collected through interviews conducted on 15 October 2026, supplemented by available documentation and operational information. The interviews explored internal communication, resource availability, staff commitment, task allocation, reporting procedures, inventory management, and coordination with external actors. The assisting informant's identity was protected in accordance with the request for anonymity. The study focused on the cooperative's operational development and did not seek to represent all KDMP units in Indonesia.

Data were analysed using the qualitative framework of Miles, Huberman, and Saldaña, involving data condensation, data display, and conclusion drawing and verification (Miles et al., 2019; Miles, Huberman, & Saldaña, 2014). Interview data were organised thematically according to Edwards III's four dimensions, while connections between dimensions and differences in informants' perspectives were examined to understand implementation challenges. Thematic analysis was also informed by the principles of identifying recurring patterns and interpreting qualitative evidence systematically (Nowell et al., 2017). Trustworthiness was supported by comparing accounts from informants with different

responsibilities, examining contrasting perspectives, and distinguishing reported experiences from independently verified information. Where documentary evidence was incomplete, findings were interpreted cautiously and not presented as verified measurements. The study acknowledges limitations arising from its single-case design, the limited number of informants, and the absence of comprehensive interviews with cooperative members, customers, suppliers, and other relevant institutions. Complete, independently verified sales and operational datasets were also unavailable. Consequently, the findings provide a context-specific analysis of policy implementation rather than a comprehensive assessment of economic impact or a generalisation to all KDMP units (Creswell & Poth, 2018).

Results and Discussions

1. Overview of KDMP Implementation in Nglawak Village

The implementation of the Village/Kelurahan Merah Putih Cooperative (Koperasi Desa/Kelurahan Merah Putih or KDMP) in Nglawak Village, Nganjuk Regency, illustrates how a national policy initiative is translated into organizational activities at the village level. The findings indicate that implementation involves more than establishing a cooperative building or opening a retail outlet. It also requires the coordination of personnel, the management of product availability, the establishment of working arrangements, and the development of operational routines that enable the cooperative to function on a daily basis.

KDMP in Nglawak Village began operating on April 26, 2026, and was formally inaugurated by the President on May 16, 2026. At the time of the research, the cooperative operated from 08:00 to 17:00 and had five personnel members: one manager, one assistant manager, and three operational staff members. The assistant manager was responsible for supporting daily operations, while two staff members handled merchandise-related activities and another worked as a cashier. These arrangements provided the basic organizational structure needed to conduct routine cooperative activities. nevertheless, the existence of personnel and an operating location did not mean that all aspects of implementation had been fully established. Interviews revealed operational challenges involving product availability, delays in replenishment, discrepancies between physical stock and inventory records, and different perceptions of task allocation. In addition, certain services, particularly savings and loans and clinic services, had not yet begun operating during the period examined.

These findings suggest that implementation should be understood as an ongoing organizational process. The cooperative had established basic operational activities, but some elements of its intended functions remained under development. This distinction is important because the formal establishment of an institution, the commencement of daily operations, and the achievement of broader policy objectives represent different stages of implementation. the analysis is organized around the four dimensions of Edwards III's policy implementation model: communication, resources, disposition, and bureaucratic structure (Edwards, 1980). Each dimension provides a different perspective on the conditions influencing implementation. However, the findings also show that the dimensions are interconnected. For example, product shortages involve resource limitations, but the way staff communicate these shortages and coordinate replenishment also affects how the problem is managed.

2. Communication in Policy Implementation

a. Internal Communication and the Coordination of Daily Activities

Communication is an important dimension of policy implementation because organizational personnel need to understand their responsibilities, receive operational information, and communicate

problems through appropriate channels. emphasizes that policy implementation depends partly on the transmission of information and the clarity of instructions provided to those responsible for carrying out a policy (Edwards, 1980). In KDMP Nglawak, interviews indicated that internal communication was supported by routine morning briefings and end-of-day evaluations. These activities provided opportunities for personnel to receive information, coordinate daily responsibilities, and discuss operational matters. The presence of recurring communication routines suggests that communication was incorporated into the cooperative's daily organizational practices rather than being limited to occasional instructions.

Morning briefings can serve several practical purposes in a retail-oriented cooperative. They provide an opportunity to communicate priorities, distribute information about operational conditions, and remind personnel of their responsibilities. End-of-day evaluations, meanwhile, can help management identify problems that occurred during operations and consider what needs to be addressed on the following working day. In the context of KDMP Nglawak, these routines are relevant because the cooperative faced challenges involving product availability and inventory management. When stock levels change or certain products become unavailable, personnel need to communicate the situation to the relevant individuals. Regular communication can help ensure that operational problems are recognized and reported rather than remaining isolated at the level of individual staff members.

However, the existence of briefings and evaluations should not automatically be interpreted as evidence that communication is entirely effective. The findings indicate that physical inventory and system records did not always correspond. This suggests that the circulation of information must be accompanied by accurate recording and consistent updating of operational data. Meetings may help personnel discuss problems, but they cannot independently eliminate discrepancies if the underlying recording procedures are not consistently applied. This finding demonstrates the difference between communication as a routine activity and communication as an effective implementation mechanism. The first concerns whether opportunities to exchange information exist, while the second concerns whether the information transmitted is sufficiently clear, accurate, and useful for operational decision-making. In Nglawak, routine communication practices were reported, but inventory discrepancies indicate that some operational information still required better consistency.

b. Reporting Relationships and Information Flow

The interviews also indicated that staff members communicated operational information to the manager, who could then forward relevant matters to the appropriate contact person. This arrangement established a reporting pathway between daily operational activities and management-level coordination. such a pathway can be useful when operational staff encounter issues that require decisions or assistance beyond their immediate authority. Staff members may identify a shortage, a discrepancy in stock records, or a customer-related problem, but resolving the issue may require communication with management or an external organization. A reporting arrangement therefore connects information from the operational level with actors who may have greater authority or access to resources. In KDMP Nglawak, this reporting arrangement appears particularly relevant to product replenishment. Operational staff may observe that a product is unavailable, but they cannot necessarily determine when additional supplies will arrive. Communicating the problem to management allows the issue to be raised through the cooperative's existing coordination channels.

Nevertheless, the effectiveness of a reporting pathway depends on more than the existence of a designated recipient. Information must reach the relevant party, the issue must be understood, and an appropriate response must follow. Delays in replenishment suggest that communication alone was

insufficient to ensure the timely availability of all products. This does not necessarily mean that internal communication failed; supply delays may also depend on external stock availability and distribution arrangements. Rather, the finding indicates that the cooperative's capacity to respond to operational problems was influenced by factors beyond its internal reporting system. The distinction is consistent with the broader argument that implementation takes place through interactions among organizational actors and their surrounding institutional environment. Communication can facilitate coordination, but the practical results of coordination depend on the resources, authority, and responsiveness of the parties involved.

c. Communication with External Supporting Actors

Communication in KDMP Nglawak was not confined to the relationship between the manager and operational staff. The assisting informant described involvement in supporting the cooperative's development and facilitating coordination when issues arose. The account included communication with relevant parties concerning operational and development-related matters.



Figure 2. Coordination with Supporting Actors

This information illustrates the role that external support can play in a village-level implementation process. Local organizations may need to coordinate with multiple actors to address practical matters that cannot be resolved solely through their internal arrangements. External communication may be particularly important during the early stages of implementation, when responsibilities, resource flows, and operational procedures are still being established. The account of the assisting informant also indicates that coordination could involve responding to immediate problems and communicating with relevant parties to seek solutions. Such activities demonstrate that policy implementation may depend on relationships extending beyond the formal organizational boundaries of the cooperative. this finding can be discussed in relation to collaborative governance literature (Emerson et al., 2012) explain that collaborative governance involves processes through which public and non-public actors engage in coordinated action around shared purposes. Similarly, (Provan & Kenis, 2008) discuss how networks of organizations can be structured and managed to facilitate collective action. These perspectives help explain why external coordination may be relevant to the implementation of a village-level cooperative policy.

However, the presence of coordination should not be equated with proof that all parties share the same objectives or that every operational issue has been resolved. The interview evidence establishes that external assistance and communication were described by the informant, but it does not provide a

complete assessment of the performance of every institution involved. The findings should therefore be interpreted as evidence of reported coordination practices in the Nglawak case, rather than as proof of a uniformly effective interinstitutional arrangement. overall, communication in KDMP Nglawak had several identifiable channels, including routine internal briefings, end-of-day evaluations, managerial reporting, and coordination with external actors. At the same time, the practical effectiveness of these channels depended on the accuracy of operational information and the ability of relevant actors to respond to reported problems. Communication was therefore an important supporting mechanism, but it was not sufficient on its own to guarantee smooth implementation.

3. Resources and Operational Capacity

a. Human Resources and the Distribution of Work

Resources constitute a central dimension of policy implementation because personnel, information, facilities, and other operational inputs determine the extent to which an organization can carry out its responsibilities. (Edwards, 1980) identifies resources as one of the conditions that can support or constrain implementation. In the case of KDMP Nglawak, human resources provided the basic capacity required to maintain daily operations. at the time of the study, the cooperative had five personnel members, consisting of a manager, an assistant manager, and three operational staff members. The personnel structure provided coverage for management, merchandise-related tasks, and cashier responsibilities. This arrangement indicates that the cooperative had established a basic division of work rather than relying on a single individual to carry out all activities.

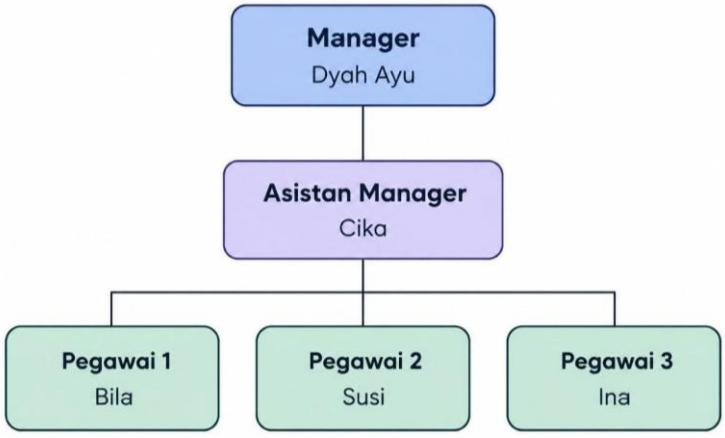


Figure 3. Organizational Structure of KDMP Nglawak Village

The presence of a manager and assistant manager also provided an organizational basis for coordinating daily work and handling issues that required management attention. Operational staff could focus on merchandise handling and customer transactions, while managerial personnel could coordinate activities and communicate with relevant external contacts. Nevertheless, the number of personnel alone cannot establish whether the cooperative had sufficient human resources for every operational requirement. Staffing adequacy also depends on the volume of work, the complexity of the services provided, the skills of personnel, and the clarity of their responsibilities. The available interviews do not provide a systematic workload assessment, so it would be premature to conclude that the number of staff was either sufficient or insufficient in quantitative terms. the findings instead indicate

that the cooperative had established a basic personnel structure while continuing to face questions about how responsibilities were understood in practice. These questions connect the resource dimension with bureaucratic structure, because personnel can only perform their roles consistently when the allocation of tasks and reporting arrangements are understood.

b. Product Availability and Replenishment Delays

Product availability emerged as an important operational issue in the interviews. Informants described limitations in the availability of certain products and delays in replenishment. These conditions affected the cooperative's ability to maintain a consistent range of goods for customers. for a cooperative operating through retail activities, the availability of products is directly related to its everyday service function. Customers generally expect goods displayed or offered by a retail outlet to be available for purchase. When particular items are unavailable, the cooperative may be unable to meet some customer needs, even when personnel are present and the outlet remains open.

The findings suggest that product availability in KDMP Nglawak was influenced by supply arrangements beyond the immediate control of individual operational staff. Products were supplied through the relevant distribution arrangement involving PT Agrinas Pangan Nusantara. Delays in replenishment therefore raised issues not only about internal stock management but also about the cooperative's relationship with the supply process. this distinction is important for interpreting the resource dimension. An organization may have adequate personnel and an operational building while still experiencing constraints because the goods required for its activities are not consistently available. In this situation, the problem cannot be addressed solely by asking staff to work more efficiently. It may also require better coordination regarding stock requests, delivery schedules, and information about product availability.

At the same time, the available evidence does not establish the precise frequency or financial consequences of replenishment delays. The study did not obtain a complete, independently verified dataset covering all product orders, delivery dates, and stock movements. Therefore, the findings support the conclusion that replenishment delays were reported as an operational challenge, but they do not support a numerical estimate of the magnitude of the problem. the case illustrates a broader implementation issue: the operational capacity of a local institution depends partly on resources and processes located outside the institution itself. The cooperative's ability to provide consistent services was connected to the functioning of the supply arrangement on which it depended.

c. Inventory Records and Information Resources

In addition to product availability, informants described discrepancies between physical stock and inventory information recorded in the system. This issue is significant because inventory information provides a basis for monitoring goods, identifying shortages, and determining replenishment needs. When the quantity of goods physically available differs from the quantity recorded in a system, personnel may find it more difficult to determine the cooperative's actual stock position. The discrepancy can complicate the process of identifying which products need replenishment and can reduce confidence in the information used for operational decisions. from the perspective of policy implementation, this issue can be understood as a limitation involving information resources and operational procedures. Resources do not consist only of physical assets or personnel; they also include the information needed to coordinate activities and make decisions. An inventory system is useful only when its records are sufficiently accurate and regularly updated.



Figure 4. Product Availability and Retail Inventory at KDMP Nglawak Village

The findings do not establish the causes of the discrepancies in KDMP Nglawak. They may involve recording practices, differences in the timing of physical and system updates, or other operational circumstances, but these possibilities cannot be treated as confirmed explanations without additional evidence. The appropriate conclusion is therefore that discrepancies were reported and that they created a potential challenge for stock monitoring and operational coordination. this issue also connects to communication. If staff members identify a difference between physical stock and recorded stock, they need a clear process for reporting and correcting the information. The value of an inventory system consequently depends on the interaction between the technology or recording mechanism and the people responsible for using it. A practical implication is that stock monitoring should be supported by consistent recording practices and clearly assigned responsibility for checking discrepancies. Regular reconciliation between physical stock and system records could help management identify problems earlier. However, this is a recommendation derived from the findings, not a claim that a particular corrective procedure was already implemented during the research period.

d. Operational Support and the Limits of Available Resources

The assisting informant described support provided during the cooperative's development and operational activities. This included coordination and assistance in responding to practical problems. The account suggests that external support formed part of the broader environment in which KDMP Nglawak was established and operated. external assistance can be relevant when a local organization is still developing its operating capacity. Support from other actors may help address coordination difficulties, facilitate communication, or connect the organization with parties responsible for particular resources. In this case, the informant's account indicates that assistance was not limited to the initial development period but could also involve communication concerning subsequent operational matters.

Nevertheless, external assistance should be distinguished from the cooperative's own operational capacity. Support may help the organization respond to problems, but it does not necessarily replace the need for reliable product distribution, accurate inventory records, adequate personnel skills, and stable internal procedures. A cooperative that relies on coordination with external actors still needs to establish arrangements that enable its staff to carry out routine work consistently.

The available evidence does not allow a comprehensive assessment of the financial resources, budget adequacy, or long-term sustainability of KDMP Nglawak. These matters would require additional information about funding, expenditure, revenue, and operational costs. The discussion is therefore limited to the reported role of external assistance and the resource-related issues described by informants. overall, the resource dimension reveals a distinction between having the basic inputs

required to begin operations and having the stable operational capacity needed to provide consistent services. KDMP Nglawak had personnel and an operating outlet, but product replenishment and inventory information remained areas of concern. These findings indicate that resource availability must be assessed in terms of both the presence of inputs and their reliability in supporting everyday activities.

4. Disposition and the Commitment of Implementing Actors

a. Personnel Responses to Implementation Responsibilities

Disposition refers to the attitudes, commitment, and willingness of those responsible for implementing a policy. In Edwards III's model, the responses of implementing actors matter because formal instructions and organizational resources do not automatically produce effective implementation. The individuals responsible for carrying out activities must also be willing and able to perform their roles in accordance with the policy's objectives (Edwards, 1980).

The interviews in KDMP Nglawak described personnel carrying out routine operational responsibilities within the cooperative's established working arrangements. The reported use of morning briefings and end-of-day evaluations suggests that daily activities were accompanied by opportunities to communicate expectations and review operational matters. These practices provide context for understanding how staff members participated in the cooperative's ongoing operations. however, evidence of routine participation should not be treated as a complete measure of individual commitment. The study did not use a standardized instrument to assess staff motivation, job satisfaction, or attitudes toward the KDMP policy. Therefore, the disposition dimension is examined through the informants' descriptions of work practices, responses to operational demands, and experiences in carrying out responsibilities, rather than through a quantified assessment of their attitudes.

This distinction is important because visible participation and internal attitudes are not identical. Staff members may perform assigned tasks while still encountering uncertainty, limited resources, or difficulties in understanding responsibilities. Conversely, operational problems do not necessarily indicate a lack of commitment among the people involved. The interpretation of disposition must therefore consider the organizational conditions within which personnel work.

b. Responding to Customer Needs and Product Limitations

One practical situation described in the interviews concerned the distribution of subsidized goods such as Minyak Kita. When demand exceeded the available allocation, queue numbers were used. Staff members also explained the situation and apologized to customers who did not receive a number. This practice provides an example of how personnel responded to a situation in which customer demand could not be fully met. The use of queue numbers established a method for managing access to limited goods, while explanations and apologies represented an effort to communicate the limitations to customers. from the perspective of disposition, the response is relevant because it illustrates how operational personnel handled a constraint during customer-facing activities. Rather than treating the shortage solely as an internal stock issue, staff members also had to manage the interaction between limited availability and customer expectations.



Figure 5. Daily Transaction Activities at KDMP Nglawak Village

Nevertheless, the available information does not establish how customers evaluated the arrangement or whether they considered the allocation process fair. The study did not include comprehensive customer interviews or a customer satisfaction survey. It is therefore possible to describe the procedure reported by staff, but not to conclude that the procedure produced high customer satisfaction or eliminated complaints. The example also shows that staff commitment cannot resolve every structural limitation. Personnel may communicate respectfully and follow an allocation procedure, but their ability to meet customer demand remains constrained when product supply is limited. Disposition is thus relevant to how problems are handled, while resources determine part of the range of possible responses.

c. Differences in Experience and Organizational Understanding

The interviews also need to be interpreted in light of differences in the informants' positions and periods of involvement. The manager had assumed the position relatively recently at the time of the research, while some operational staff members had been involved since the cooperative began operating. these differences matter because the individuals involved may have experienced different stages of the cooperative's development. A recently appointed manager may provide a perspective shaped by current management responsibilities, whereas staff members who have worked at the cooperative for a longer period may have more experience with routine operational practices and changes over time.

One should not automatically assume that longer service produces a more accurate account in every situation or that a manager's account is necessarily more authoritative than that of operational staff. Instead, each account should be interpreted according to the informant's role and the type of information they were positioned to observe. this consideration is particularly relevant when examining task allocation. One staff account indicated that the division of responsibilities was not entirely clear, while another account suggested that work arrangements and reporting responsibilities were understood. These differences do not necessarily demonstrate that one informant was incorrect. They may indicate that formal arrangements were understood differently across roles or that clarity varied between particular tasks. from the perspective of disposition, uncertainty about responsibilities may affect how confidently personnel carry out their work. However, the evidence does not establish that staff members deliberately resisted their duties or lacked commitment. It is more appropriate to interpret the differing accounts as evidence that organizational understanding was not completely uniform.

Tummers and Bekkers (2014) highlight the importance of understanding the role of implementing actors and their discretion in the policy implementation process. Their discussion supports the broader point that implementation cannot be understood solely by examining formal

policy instructions; the people who carry out those instructions also matter. In KDMP Nglawak, staff experiences provide information about how organizational arrangements were understood in practice (Tummers & Bekkers, 2014). The implication is that supporting personnel commitment requires more than expecting staff members to follow instructions. It also requires clear communication, appropriate resources, and responsibilities that are understandable and workable. These conditions are connected to the other dimensions of Edwards III's model and cannot be separated entirely from disposition.

d. Disposition Within an Organization Still in Development

The operational context is also relevant to interpreting the attitudes and responses of implementing actors. During the period examined, KDMP Nglawak had begun conducting daily activities, but some intended services had not yet become operational. Savings and loans and clinic services, for example, were not operating at the time of the study. the existence of these unfinished elements does not by itself establish that personnel lacked commitment or that implementation had failed. The availability of a service may depend on institutional arrangements, authorization, staffing, resources, and other conditions that extend beyond individual willingness. Without additional evidence, it would be inappropriate to attribute the non-operation of these services to the disposition of specific personnel.

A more cautious interpretation is that the cooperative was operating with a set of functions that had not yet reached the same level of development. This situation created an environment in which personnel had to maintain existing operations while some broader service objectives remained unrealized. the findings therefore suggest that disposition should be assessed in relation to the conditions surrounding implementation. Staff responses to daily tasks and customer concerns provide insight into how the cooperative's activities were carried out, but they do not independently establish the overall success of the policy. Commitment, resources, and organizational arrangements need to be considered together.

5. Bureaucratic Structure and the Organization of Responsibilities

a. The Formal Distribution of Roles

Bureaucratic structure concerns the organizational arrangements through which responsibilities are divided, instructions are communicated, and activities are coordinated. (Edwards, 1980) identifies bureaucratic structure as a relevant implementation dimension because organizational fragmentation and unclear procedures can affect how policy instructions are translated into routine activities. KDMP Nglawak had an identifiable personnel structure consisting of a manager, an assistant manager, and three operational staff members. The roles described in the interviews provided a basic division between management responsibilities and routine operational tasks. This arrangement established a foundation for assigning work and directing operational information through designated channels. the existence of role differentiation is important because a cooperative's daily activities involve several types of work. Merchandise-related activities, cashier duties, management coordination, and the handling of operational issues require personnel to understand what they are responsible for and when an issue needs to be referred to another person.

However, the existence of distinct positions does not automatically mean that every task has been clearly allocated or that all staff members interpret the organizational structure in the same way. The interviews revealed different perceptions concerning the clarity of task allocation. While one staff member described the arrangements as relatively clear, another indicated that the division of tasks was not entirely clear. this contrast is significant because it reveals a possible gap between the existence of

an organizational structure and the consistency with which it is understood. A role may be formally assigned, yet questions may remain about who is responsible for a particular activity, who should resolve an operational problem, or when an issue should be reported to management. The findings do not establish that the cooperative lacked an organizational structure. Rather, they suggest that the practical clarity of responsibilities may have varied among personnel. This is a more precise interpretation than concluding that the organization had no clear division of work at all.

b. Reporting Lines and Managerial Coordination

The reporting arrangement described by informants provides another indication of the cooperative's bureaucratic structure. Operational staff communicated relevant matters to the manager, who could forward them to the appropriate external contact. This arrangement created a connection between routine work and management-level coordination. Such a structure can help prevent operational information from becoming fragmented across different staff members. When a problem is identified, a reporting line provides a route through which the information can reach someone responsible for coordinating a response. It can also help establish accountability by identifying where particular issues should be communicated.

In KDMP Nglawak, the reporting arrangement was relevant to issues involving product supply and inventory management. These matters could require communication beyond the staff member who first identified the problem. A manager may need to contact a supplier or another relevant party, while the operational staff continue handling activities within the outlet. Nevertheless, reporting lines are effective only when the responsibilities of each level are understood and when information moves through the arrangement in a timely manner. If task allocation is interpreted differently by staff members, some problems may be reported inconsistently or responsibility for follow-up may become unclear. The interview evidence does not establish that these consequences occurred in every instance, but the difference in staff perceptions makes clarity of responsibility an important issue for further examination. the case therefore demonstrates that organizational structure should not be evaluated solely by identifying managerial positions. It is also necessary to consider how responsibilities operate in practice, how information is escalated, and whether the arrangements are understood consistently by those who use them.

c. Standard Operating Procedures and Routine Practices

Routine briefings, end-of-day evaluations, working hours, and reporting arrangements were among the organizational practices described by informants. These practices provided a degree of regularity in the cooperative's daily activities. however, the available research information does not establish that a complete set of written standard operating procedures was independently examined. It is therefore necessary to distinguish between operational routines described during interviews and formally documented procedures that have been verified by the researcher.

This distinction matters because routines and written procedures serve related but different purposes. Routines describe activities that personnel regularly perform, while written procedures can specify the expected steps, responsibilities, and standards for carrying out particular tasks. Written procedures may support consistency, particularly when different personnel need to perform the same task or when new staff members join the organization. the reported discrepancy between physical inventory and system records provides an example of an area where clearly defined procedures may be useful. A consistent procedure could specify who records stock movements, when updates should occur, how physical stock should be checked, and who is responsible for resolving discrepancies. The interviews, however, do not provide sufficient evidence to determine whether such a complete procedure existed or how consistently it was applied.

Consequently, the findings should not be interpreted as proof that KDMP Nglawak had no standard operating procedures. The more defensible conclusion is that the research identified certain daily routines and reporting arrangements, while the completeness and implementation of formal written procedures could not be established from the available evidence. this limitation also identifies a possible direction for organizational improvement. Clarifying and documenting important operational procedures could help reduce uncertainty, particularly in inventory management, task allocation, and the handling of customer-related problems. Such recommendations arise from the issues identified in the interviews and would require further assessment before implementation.

d. Coordination Beyond the Cooperative's Organizational Boundaries

The bureaucratic structure of KDMP Nglawak also needs to be considered in relation to its external coordination. The assisting informant described communication and coordination with relevant parties in connection with development and operational issues. These activities indicate that the implementation process extended beyond the cooperative's internal management hierarchy. This is important because village-level policy implementation often involves several organizations with different responsibilities. The cooperative may be responsible for its daily operations, while other actors may be involved in supplying goods, providing guidance, or supporting particular development activities. The resulting arrangements require coordination across organizational boundaries. the literature on network governance provides a useful perspective for interpreting this condition. (Provan & Kenis, 2008). explain that networks of organizations can adopt different governance arrangements depending on how coordination and management are organized. (Emerson et al., 2012) similarly emphasize the importance of collaborative processes in addressing issues that involve multiple actors. These studies do not establish the precise structure of the KDMP network in Nglawak, but they provide concepts for understanding why interorganizational relationships matter to implementation.

The available evidence suggests that external coordination was part of the cooperative's operating context. However, it does not provide a complete map of every institution involved, the formal authority of each party, or the effectiveness of all coordination mechanisms. The analysis therefore focuses on the coordination described by informants rather than claiming to establish the entire governance structure of the KDMP program. overall, the bureaucratic structure in Nglawak provided basic roles and reporting relationships, while differences in perceptions of task clarity indicated that organizational arrangements were not necessarily understood in the same way by everyone. The findings point to the importance of aligning formal responsibilities, everyday practices, and coordination with external actors.

Conclusion

This study examined the implementation of the Village/Kelurahan Merah Putih Cooperative (KDMP) policy in Nglawak Village, Nganjuk Regency, using George C. Edwards III's policy implementation framework. The findings show that implementation has been supported by routine internal communication, managerial coordination, staff involvement, and assistance from external actors. However, several operational challenges remain across the four dimensions of implementation. Communication is facilitated through daily briefings, end-of-day evaluations, and reporting arrangements, although consistent coordination and documentation require further improvement. In terms of resources, the availability of personnel and operational support has not fully addressed limited product availability, delayed stock replenishment, and discrepancies between physical inventory and system records. Regarding disposition, staff members demonstrate involvement in daily operations and customer service, but differing perceptions of task allocation indicate a need for clearer responsibilities.

Similarly, although reporting relationships and organisational arrangements are established, operational procedures require greater clarity and consistency. These findings demonstrate that communication, resources, disposition, and bureaucratic structure are interconnected in shaping policy implementation. Overall, the case of KDMP Nglawak illustrates that establishing a cooperative is only an initial step; effective implementation also requires continuous organisational development, reliable resource management, and coordination between internal personnel and external stakeholders.

To improve implementation, cooperative management should establish clear written job descriptions, standardise operational procedures, strengthen inventory recording and monitoring, and improve coordination with suppliers to ensure more reliable product replenishment. Regular monitoring and evaluation should also be conducted to identify operational constraints and assess progress against established objectives. At the policy level, relevant government institutions should strengthen technical assistance, clarify the responsibilities of supporting actors, and provide guidance on inventory management, administrative systems, and cooperative service development. Future research should involve a broader range of stakeholders, including cooperative members, customers, village government officials, suppliers, and other relevant institutions, while incorporating more comprehensive operational records and performance data. Comparative studies across multiple KDMP units could also help identify how differences in local conditions and organisational capacity influence implementation. As this study is limited to a qualitative case study of KDMP Nglawak and the information available from selected informants, its findings should not be generalised to all KDMP units or interpreted as evidence of the cooperative's overall economic impact. Nevertheless, the findings provide context-specific insights into the organisational and operational challenges of implementing the KDMP policy and offer a basis for improving implementation practices and informing future policy evaluation.

Acknowledgements

The author would like to express sincere gratitude to all informants who generously shared their insights and experiences, as well as to all parties who supported this research. Their contributions were invaluable in examining the implementation of the Village/Kelurahan Merah Putih Cooperative (KDMP) policy in Nglawak Village, Nganjuk Regency.

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