

ORGANIZATIONAL DEVELOPMENT, HUMAN RESOURCE CAPACITY STRENGTHENING, AND THE PERFORMANCE OF KOPERASI KELURAHAN MERAH PUTIH: THE MODERATING ROLE OF ORGANIZATIONAL CULTURE

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Abstract

The accelerated establishment of Koperasi Kelurahan Merah Putih (KKMP) under Presidential Instruction No. 9 of 2025 makes institutional strengthening during the early growth stage a precondition for sustained cooperative performance. This article examines the effects of organizational development and human resource (HR) capacity strengthening on the performance of KKMP in Surabaya City, positioning organizational culture as a moderating variable. The study was designed as explanatory quantitative research with a cross-sectional approach. All 41 KKMP that had established retail outlets and remained operationally active through the end of 2025 were included through a census technique, involving 123 respondents comprising cooperative chairpersons, secretaries, and treasurers. Data were collected through a Likert-scale questionnaire and analyzed using Structural Equation Modeling-Partial Least Squares (SEM-PLS) with SmartPLS software. The results confirm that organizational development has a positive and significant effect on cooperative performance ($\beta = 0.555$; $p = 0.001$), whereas HR capacity strengthening shows a positive but non-significant effect ($\beta = 0.078$; $p = 0.147$). Organizational culture significantly moderates the effect of organizational development on cooperative performance in a weakening direction ($\beta = -0.071$; $p = 0.047$), and significantly moderates the effect of HR capacity strengthening in a strengthening direction ($\beta = 0.061$; $p = 0.023$). The research model explains 82.1 percent of the variance in cooperative performance (adjusted $R^2 = 0.821$) with strong predictive relevance ($Q^2 = 0.818$). These findings confirm that improving the performance of KKMP in its early growth phase cannot rely on individual competency strengthening alone, but requires integrating structural and systemic organizational arrangements with the cultivation of an adaptive work culture.

Keywords: organizational development; human resource capacity strengthening; organizational culture; cooperative performance; Koperasi Kelurahan Merah Putih.

INTRODUCTION

Cooperatives occupy a strategic position in Indonesia's economic system, functioning not merely as business entities but as a people-based economic movement grounded in the principles of kinship and social justice (Sitio & Tamba, 2001). This position is reinforced by Law No. 25 of 1992 on Cooperatives, which affirms the dual function of cooperatives as productive economic entities and vehicles for community empowerment. Several studies have shown that cooperatives contribute to improving members' quality of life through participation in productive economic activities (Nasution et al., 2024), including through the distribution of net operating surplus, easier access to financing, and stronger market access (Mufiani, 2025).

Despite this strategic role, cooperative performance in Indonesia continues to be constrained by long-standing issues: weak organizational governance, uneven HR quality across regions, limited access to capital, and slow adaptation to a changing business environment. These conditions prompted the government to issue Presidential Instruction No. 9 of 2025 on the Acceleration of the Establishment of Koperasi Desa/Kelurahan Merah Putih, a policy oriented not merely toward increasing the number of cooperatives, but toward strengthening governance, clarifying organizational structure, and building business capacity so that cooperatives can serve as sustainable centers of community economic activity.

Surabaya City has been one of the most active local governments in following up on this policy. By 2025, 153 units of Koperasi Kelurahan Merah Putih (KKMP) had been established and had obtained legal entity status across all sub-districts. However, this administrative achievement has not been fully matched by operational readiness in the field: only 41 KKMP had established retail outlets and sustained business operations through the end of 2025, while most others remained focused on organizational structuring, administrative system building, and internal board consolidation. This gap between formal legality and substantive readiness underscores that the success of KKMP cannot be measured solely by institutional formation, but by the organization's capacity to grow, adapt, and generate tangible performance for its members.

From an organizational theory perspective, this gap is closely tied to three interrelated aspects: organizational development, HR capacity strengthening, and organizational culture. Organizational development is understood as a long-term, systematically planned effort to improve organizational effectiveness through interventions in structure, work processes, and governance (Cummings & Worley, 2015; French & Bell, 1978). For a newly formed cooperative such as KKMP, this need is particularly urgent, as the organization is still in the process of building a clear management structure, administrative system, and coordination mechanism. Without

such structuring, a cooperative risks remaining administratively active without being able to sustain its business function.

The second aspect, HR capacity strengthening, emphasizes improving the knowledge, skills, and competencies of board members so that they can contribute optimally to organizational goal attainment (Armstrong & Taylor, 2023). In the context of KKMP, this need is highly relevant given that most board members come from the local community with varied educational and business backgrounds. Prior studies have shown that HR strengthening contributes to cooperative performance (Martini et al., 2017; Ruswandi & Patandung, 2022), although this contribution is generally indirect and dependent on the supporting organizational system around it.

The third aspect, organizational culture, functions as the basic pattern of shared assumptions learned in addressing problems of external adaptation and internal integration, subsequently passed down as the correct way to think and act (Schein, 2010). In organizations still in their early growth stage, organizational culture is not yet fully established, but is instead in the process of formation, a process that shapes the organization's future development trajectory. A number of studies indicate that organizational culture can act as a moderating variable that either strengthens or weakens the relationship between organizational factors and performance (Aswar & Hafizh, 2020), making its position in the research model impossible to overlook.

Studies that simultaneously position these three aspects within a model testing the performance of area-based start-up cooperatives, particularly in the context of Koperasi Kelurahan Merah Putih in an urban setting, remain relatively limited in the literature. Most cooperative research in Indonesia has tended to focus on financial aspects or member participation in already-established cooperatives (Geroso & Maguate, 2023; Shamsuddin et al., 2018), or has tested HR development and capacity building as a single determinant without linking it to organizational development and organizational culture simultaneously (Martini et al., 2017; Ruswandi & Patandung, 2022). Meanwhile, studies positioning organizational culture as a moderating variable have generally been conducted in non-cooperative service-sector organizations (Aswar & Hafizh, 2020), leaving its moderating pattern in area-based start-up cooperatives untested. This gap becomes increasingly relevant given that Surabaya City, as a metropolitan area with heterogeneous socio-economic characteristics, offers a rich empirical context for analyzing the factors underlying performance differences among KKMP units. The position of this study relative to a number of prior studies is summarized in Table 1.

Table 1. Novelty Positioning of This Study Relative to Prior Research

Prior Study	Focus	Object/Context	Gap Addressed by This Study
Martini et al. (2017)	HR development as a single	Established	Does not test

Prior Study	Focus	Object/Context	Gap Addressed by This Study
	determinant of cooperative performance	cooperatives in Bali	organizational development and organizational culture simultaneously as joint predictors
Ruswandi & Patandung (2022)	Capacity building and institutional reform of cooperatives during the pandemic	Cooperatives in Sukabumi	Does not examine organizational culture as a moderator between HR capacity and performance
Aswar & Hafizh (2020)	Organizational culture as a moderator of organizational performance in general	Non-cooperative service-sector organizations	Does not test a dual moderation pattern (strengthening vs. weakening) across two distinct organizational determinants at once
Geroso & Maguate (2023); Shamsuddin et al. (2018)	Cooperative performance measurement from financial and general managerial perspectives	Long-established, mature cooperatives	Does not target newly formed, area-based start-up cooperatives created through a national policy program
This study	Organizational development and HR capacity strengthening on cooperative performance, with organizational culture as a dual moderator	41 start-up Koperasi Kelurahan Merah Putih (KKMP) in Surabaya City (SEM-PLS, census)	Reveals divergent moderation directions (weakening vs. strengthening) in newly formed, area-based cooperatives

Source: Researcher's review, 2026

Based on the foregoing, this article was developed to analyze: (1) the effect of organizational development on the performance of KKMP in Surabaya City; (2) the effect of HR capacity strengthening on the performance of KKMP in Surabaya City; (3) the moderating role of organizational culture on the effect of organizational

development on the performance of KKMP; and (4) the moderating role of organizational culture on the effect of HR capacity strengthening on the performance of KKMP.

The novelty of this study rests on three points. First, this study tests organizational development and HR capacity strengthening simultaneously within a single structural model, rather than treating each as a stand-alone determinant as is common in prior cooperative research. Second, organizational culture is positioned as a dual moderator operating on two effect paths at once, and the findings reveal that its moderating direction is not uniform -- weakening the effect of organizational development, yet strengthening the effect of HR capacity strengthening. This divergent moderation pattern across two determinants within a single model has rarely been reported in either the cooperative literature or the broader organizational development literature. Third, the object of this study, Koperasi Kelurahan Merah Putih, presents a relatively new context in the literature: an area-based start-up cooperative established simultaneously through a national policy and still in the process of forming both its structure and its work culture, in contrast to most prior studies that examine cooperatives that are already mature and have operated for many years. These three elements of novelty make this study relevant both for enriching the theoretical framework on the role of organizational culture as a moderator, and for addressing the practical needs of mentoring the start-up cooperatives currently being rolled out on a large scale across Indonesia.

METHODOLOGY

This study employed a quantitative approach with an explanatory research design, that is, a design aimed at explaining the causal relationships among variables through hypothesis testing (Kerlinger, 2000). A cross-sectional approach was applied because data were collected at a single point in time to describe the actual condition of the research object; the study was conducted over approximately one year, from March 2025 to March 2026.

The population of this study comprised all KKMP in Surabaya City that had established retail outlets and remained operationally active through the end of 2025, amounting to 41 units out of the 153 KKMP that had been administratively established. Restricting the population to cooperatives already engaged in real operations was intended to ensure that the data obtained reflected measurable organizational conditions and performance, rather than mere institutional legality. Given that the population size was small and fully reachable, this study applied a saturated sampling (census) technique, so that all 41 KKMP were designated as the research objects. The unit of analysis was the core board members of each cooperative, namely the chairperson, secretary, and treasurer, on the consideration that these three positions hold strategic roles in decision-making and in managing the cooperative's operations

and finances. Accordingly, the total number of respondents was 123 (41 cooperatives × 3 core board members), with additional criteria requiring a minimum tenure of six months and willingness to participate as a respondent.

The research variables consisted of organizational development (X1) and HR capacity strengthening (X2) as independent variables, cooperative performance (Y) as the dependent variable, and organizational culture (Z) as the moderating variable. Organizational development was operationalized into four dimensions following Cummings et al. (2020): organizational structure, organizational systems, organizational governance, and organizational adaptation. HR capacity strengthening was operationalized based on Armstrong & Taylor (2023) into the dimensions of competence, training and development, work motivation, and individual performance. Organizational culture referred to the concepts of Schein (2010) and Robbins & Judge (2017), operationalized into the dimensions of organizational values, work norms, organizational commitment, and work behavior. Cooperative performance referred to Daft's (2021) concept of organizational performance, operationalized into the dimensions of financial performance, operational performance, member service, and organizational growth. Each dimension was elaborated into three indicators measured on a five-point Likert scale, ranging from strongly disagree (score 1) to strongly agree (score 5).

Data were collected through a closed-ended questionnaire as the primary technique, complemented by semi-structured interviews as a supporting technique to deepen the interpretation of the quantitative results. Before being used in the main study, the instrument was pilot-tested on 30 respondents with characteristics similar to the population, to ensure that each questionnaire item accurately measured the intended construct.

Data analysis employed the Structural Equation Modeling-Partial Least Squares (SEM-PLS) method with the assistance of SmartPLS software, chosen for its ability to test relationships among latent variables simultaneously while accommodating a model with a moderating variable. Evaluation of the measurement model (outer model) included convergent validity via outer loading values (≥ 0.70) and Average Variance Extracted/AVE (≥ 0.50), discriminant validity via cross loading, and reliability via Composite Reliability and Cronbach's Alpha (≥ 0.70). Evaluation of the structural model (inner model) included the coefficient of determination (R-Square), predictive relevance (Q-Square), effect size (f-Square), and path coefficients. Hypothesis testing was conducted through a bootstrapping procedure at a 5 percent significance level (α); a hypothesis was supported when the t-statistic exceeded 1.96 and the p-value was below 0.05.

RESULTS

Measurement model evaluation (outer model)

The convergent validity test showed that all indicators across the four research variables had outer loading values above the 0.70 threshold, so no indicator required elimination from the model. The Average Variance Extracted (AVE) values for all variables also exceeded 0.50, with the highest value found for Cooperative Performance at 0.733 and the lowest for Organizational Culture at 0.614, both still above the minimum required threshold. A summary of the outer model evaluation is presented in Table 2.

Table 2. Summary of Convergent Validity and Construct Reliability

Variable	Outer Loading Range	AVE	Composite Reliability	Cronbach's Alpha
Organizational Development (X ₁)	0.700 - 0.876	0.650	0.957	0.950
HR Capacity Strengthening (X ₂)	0.724 - 0.856	0.632	0.954	0.947
Organizational Culture (Z)	0.733 - 0.871	0.614	0.950	0.943
Cooperative Performance (Y)	0.720 - 0.909	0.733	0.970	0.966

Source: Primary Data Analysis Results, 2026 (processed)

The discriminant validity test using the cross loading approach showed that every indicator had its highest loading value on its own construct compared to other constructs, indicating no overlap among constructs in the model. Furthermore, the Composite Reliability and Cronbach's Alpha values for all variables were well above 0.70 (Table 2), indicating that the indicators forming each construct possessed very good internal consistency. The moderating interaction variables (Z×X₁ and Z×X₂) showed an outer loading of 1.000, which is typical for constructs formed by the product of indicators in SEM-PLS. Overall, the measurement model was declared valid and reliable, and thus eligible to proceed to the structural model evaluation.

Structural model evaluation (inner model)

The structural model evaluation showed that organizational development and HR capacity strengthening, both directly and through their interaction with organizational culture, jointly explained 82.1 percent of the variance in cooperative performance (R-Square Adjusted = 0.821), which according to the criteria of Hair et al. (2021) is classified as strong, being above 0.67. A summary of the coefficient of determination is presented in Table 3.

Table 3. Coefficient of Determination (R-Square)

Endogenous Variable	R-Square Adjusted	Category
Cooperative Performance (Y)	0.821	Strong

Source: Primary Data Analysis Results, 2026 (processed)

The predictive relevance (Q-Square) value of 0.818 (Table 4) confirms that the model has very strong predictive capability for the cooperative performance variable, as this value is far above the minimum threshold of 0.

Table 4. Predictive Relevance (Q-Square)

Endogenous Variable	Q-Square Predict	Category
Cooperative Performance (Y)	0.818	Strong predictive relevance

Source: Primary Data Analysis Results, 2026 (processed)

The effect size (f^2) values in Table 5 show that organizational development provides the largest contribution to cooperative performance ($f^2 = 0.327$; large category), while HR capacity strengthening provides only a small contribution ($f^2 = 0.016$). Both moderating interaction effects of organizational culture are also classified as small ($f^2 = 0.026$ and 0.027), yet remain statistically significant, as elaborated in the hypothesis testing section.

Table 5. Effect Size (f-Square)

Effect Path	f^2	Category
Organizational Development (X1) → Cooperative Performance	0.327	Large
HR Capacity Strengthening (X2) → Cooperative Performance	0.016	Small
Organizational Culture × Organizational Development → Cooperative Performance	0.026	Small
Organizational Culture × HR Capacity Strengthening → Cooperative Performance	0.027	Small

Source: Primary Data Analysis Results, 2026 (processed)

Hypothesis testing

Hypothesis testing was conducted through a bootstrapping procedure, examining the path coefficient, t-statistic, and p-value at a 5 percent significance level (t-statistic > 1.96; p-value < 0.05). A summary of the results for all four hypotheses is presented in Table 6.

Table 6. Hypothesis Testing Results

Hypothesis	Relationship	Path Coefficient	T-Statistic	P-Value	Decision
H1	Organizational Development (X1) → Cooperative Performance (Y)	0.555	5.367	0.001	Supported
H2	HR Capacity Strengthening (X2) → Cooperative Performance (Y)	0.078	1.452	0.147	Not Supported

Hypothesis	Relationship	Path Coefficient	T-Statistic	P-Value	Decision
H3	Organizational Culture moderates $X_1 \rightarrow Y$	-0.071	1.984	0.047	Supported
H4	Organizational Culture moderates $X_2 \rightarrow Y$	0.061	2.275	0.023	Supported

Source: Primary Data Analysis Results, 2026 (processed)

DISCUSSION

Effect of organizational development on cooperative performance

The results confirm that organizational development has a positive and significant effect on the performance of KKMP ($\beta = 0.555$; $t = 5.367$; $p = 0.001$), so H1 is supported. This coefficient is also the largest among all direct effect paths in the model, confirming the position of organizational development as the most dominant determinant of start-up cooperative performance. This finding is consistent with the arguments of Cummings & Worley (2015) and French & Bell (1978) that organizations capable of structuring themselves, clarifying task divisions, and improving their work systems in a planned manner are more effective in achieving their goals.

For KKMP, most of which are still in the early stage of institutional consolidation, this finding carries an important practical implication: strengthening performance cannot rely solely on the enthusiasm or individual competence of board members, but requires structural clarity, standardized work procedures, coordination mechanisms, and transparent and accountable governance practices. Correspondingly, cooperatives that are able to respond to changes in the business environment, remain flexible, and dare to innovate in managing their business units tend to show better performance than cooperatives still relying on informal and non-standardized work patterns.

Effect of HR capacity strengthening on cooperative performance

In contrast to the first hypothesis, the results show that HR capacity strengthening has a positive but non-significant effect on cooperative performance ($\beta = 0.078$; $t = 1.452$; $p = 0.147$), so H2 is not supported. This finding does not imply that board members' competence is irrelevant; rather, it indicates that increased knowledge, skills, and work motivation have not automatically translated into organizational performance when not supported by a work system that enables such competence to be applied effectively. This pattern aligns with the findings of Martini et al. (2017) and Ruswandi & Patandung (2022), which show that the contribution of HR development to cooperative performance tends to be indirect and dependent on accompanying institutional factors.

In other words, the individual competence of KKMP board members can be likened to raw material that does not necessarily yield optimal output without an

adequate production system, namely the organizational system, to process it. The implication is that training and mentoring programs for cooperative board members need to be designed not merely to transfer knowledge, but also to be accompanied by the structuring of a work system that allows the results of such training to be genuinely applied in day-to-day operational practice.

Moderating role of organizational culture on the effect of organizational development

The results show that organizational culture significantly moderates the effect of organizational development on cooperative performance ($\beta = -0.071$; $t = 1.984$; $p = 0.047$), so H3 is supported. The negative coefficient direction indicates a weakening moderation pattern: the stronger and more established the organizational culture, the weaker the effect of organizational development on performance improvement. This pattern can be understood as a substitutive relationship between organizational culture and organizational development (Schein, 2010): in cooperatives with deeply entrenched work cultures, members tend to be more comfortable maintaining existing habits and ways of working, so that acceptance of structural change programs becomes relatively slower.

Conversely, in cooperatives whose organizational culture is not yet firmly established, as is typically the case in newly formed KKMP, organizational development efforts instead gain a more open reception, as they do not yet encounter resistance from deeply ingrained values and habits. This finding offers an important note for start-up cooperative mentoring strategies: structuring and system-building efforts are ideally accelerated during the organization's early growth phase, before informal work patterns have a chance to take root and potentially hinder institutional transformation later on.

Moderating role of organizational culture on the effect of HR capacity strengthening

In contrast to the direction found for the third hypothesis, the results show that organizational culture positively and significantly moderates the effect of HR capacity strengthening on cooperative performance ($\beta = 0.061$; $t = 2.275$; $p = 0.023$), so H4 is supported. This positive coefficient indicates a strengthening moderation pattern: the more conducive the organizational culture built by a cooperative, the greater the impact of HR capacity strengthening on performance. This finding also helps explain why the direct effect of HR capacity on performance was non-significant in the H2 test – individual competence only produces a real impact when channeled through a work environment that supports collaboration, discipline, responsibility, and orientation toward shared goals (Armstrong & Taylor, 2023; Aswar & Hafizh, 2020).

The H2 and H4 findings together underscore that organizational culture functions as the mechanism that converts individual competence into organizational capacity. For KKMP still building their institutional foundations, investment in board

member training and mentoring needs to be accompanied by the cultivation of values such as cooperation, openness, and shared learning, so that the competence gained is genuinely utilized to its full potential in the cooperative's operational activities.

CONCLUSION

This study demonstrates that the performance of Koperasi Kelurahan Merah Putih in Surabaya City, during its early growth phase, is shaped by the interaction between structural and cultural organizational factors, rather than by either factor in isolation. Organizational development proved to be the most dominant determinant of cooperative performance, while HR capacity strengthening only produced a real impact when supported by a conducive organizational culture. Organizational culture itself displayed an intriguing dual role: weakening the effect of organizational development in cooperatives with deeply entrenched work cultures, yet strengthening the effect of HR capacity strengthening in cooperatives cultivating a collaborative work culture.

Theoretically, these findings enrich the study of cooperative organizations by showing that organizational culture can act as a moderating variable whose direction differs depending on the type of determinant it moderates -- a pattern not widely reported in the literature on area-based start-up cooperatives. Practically, the results suggest that the mentoring strategy for KKMP, whether by local government or cooperative boards, should focus on structuring organizational structure, work systems, and governance from the earliest stage of formation, alongside cultivating a work culture open to change, while ensuring that board training programs are accompanied by the creation of a work environment that genuinely supports the application of competence.

This study is limited by its regional scope and the limited number of units of analysis, confined to 41 active KKMP in a single city, so generalization of the results to start-up cooperatives in other regions should be made with caution. Future research is recommended to broaden the regional scope, to consider leadership or social capital as additional predictors, and to apply a longitudinal design to capture the dynamics of organizational culture change as cooperatives evolve from the start-up phase to a more established phase.

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