



Centripetal Governance in Village Fund Management for the Achievement of Village SDGs in Sumbermulyo Village, Bantul

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Abstract. Recognition for villages mandated since the enactment of the Village Law in 2014, marked by the provision of village funds sourced from the State Budget (APBN), to be managed by villages. However, in its realization, the use of village funds has been intervened by the government. In 2020, the government issued the Village SDGs (SDGS Desa) program with 18 goals whose funding is supported from the Village Fund, making it mandatory for the village government to manage the Village Fund to achieved the Village SDGs goals. This research aims to formulate a Village Fund management planning model in accelerating the achievement of the Village SDGs program in Sumbermulyo Village, Bantul. The perspective of centripetal governance, which shows that there is an equally high level of authority and inclusion of democracy, is used to see the problems in this study, with uses a qualitative descriptive method. Data was collected through observation, interviews, and Focus Group Discussions (FGD). The research data was analyzed to formulate a Village Fund management model in accelerating the achievement of the Village SDGs program. The finding shows that relationship between actors both from the supra village and actors in the village is centripetal, characterized by various regulations and applications from the supra village that must be implemented by the village, as well as the coaching function from the supra village to the village that must be obeyed. In addition, there is a shift in the village planning stage where community participation is involved, as well as the authority for villages to self-manage (swakelola) various program in the village. These various things show the existence of central governance where the authority and inclusion are equally high in the management of Village Funds for achieving of Village SDGs goals.

Keywords: Centripetal Governance, Technocracy, Village Fund, Village SDGs

1 Introduction

Sustainable Development Goals or commonly known as SDGs are a global agreement on sustainable development agreed upon by countries in the world, including Indonesia [1]. Nationally, through the Ministry of Villages, Development of Disadvantaged Regions and Transmigration (Kemendesa PDTT) the government issued the Village SDGs program which is made a mandatory program and used as a reference for the direction of village development in an effort to achieve sustainable development goals by 2030 in accordance with the Regulation of the Ministry of Villages, Development

of Disadvantaged Regions and Transmigration (Permendesa PDTT) No. 21 of 2020 [2]. In line with this, this can be interpreted that the time span to achieve the sustainable development target, or the realization of independent villages in all around village in Indonesia to accordance with the Village SDGs goals, is only 5 years away.



Source: www.sid.kemendesa.go.id

Figure 1. National Village SDGs Score

Through the website owned by the Kemendesa PDTT, namely www.sid.kemendesa.go.id, we can see the score of each village, starting from the score on each indicator of the 18 Village SDGs indicators; overall village score; scores at the district, provincial level, to the Village SDGs score nationally. Through this website, we can see that although the Village SDGs target is only 5 years away, the Village SDGs score nationally has only reached 45.37 and only 35,700 villages out of a total of 74,961 villages in Indonesia have completed their Village SDGs data, as seen in the following figure:

Based on the score above, the achievement of the Village SDGs is still far from expectations because the government targets that by 2030 the achievement of the national Village SDGs score can reach 100. Nationally, the highest score is in the 7th indicator, namely clean and renewable energy villages with a score of 98.44. While the lowest is in the 12th indicator, namely consumption and production of environmentally conscious villages with a score of 8.97. There are only 8 indicators that have a score above 50, while the rest of indicators have a score below of 50. This shows that the implementation of the Village SDGs nationally has not gone as targeted.

Since the Village SDGs were first rolled out, through Permendesa PDTT No. 13 of 2020 concerning the Priority Use of Village Funds in 2021, it has been regulated about Village Funds that are used to finance the achievement of Village SDGs goals in every village throughout Indonesia, starting from the data collection stage, data input on the

Kemendesa PDTT website, to financing for the implementation of various recommendation programs based on scores Village SDGs. Therefore, the management of Village Funds is closely related to the achievement of the Village SDGs goals [3].

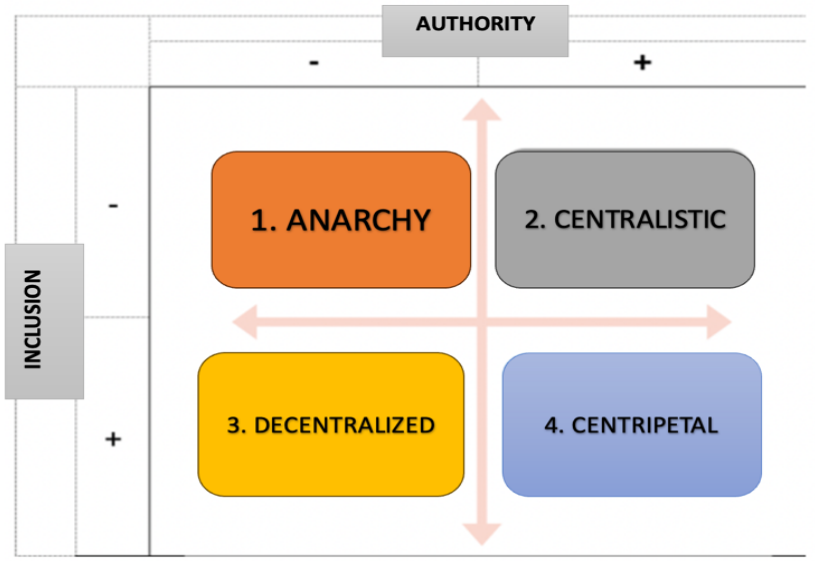
In addition, the Village SDGs program designed by the central government indicates that it is a top-down program that applies equally and is mandatory for all villages in Indonesia. The concept of village building in accordance with Village Law No. 6 of 2014 where the development model in Indonesia is village-driven development[4] loses its meaning when the central government provides top-down policies, even though the village should have the authority to carry out development based on the needs of the village itself and not just carry out policies from the central government [5][6].

The concept of governance according to Chhotray and Stoker [7] states that governance is built based on four elements: (1) elements of rules; (2) the concept of collective; (3) decision-making; and (4) the idea that no formal system of control can dictate between "relationship and outcome" in governance. **First**, the rule elements in the government system can stretch from formal to informal, where in the decision-making procedure is generally stable from time to time in an institutional form, and does not always change. **Second**, the collective element, that collective decisions taken based on the group, where some individuals have the right to ask questions, also they have the responsibility to accept collective decisions. **Third**, the decision-making element where collective decisions still require rules regarding who can decide what, and how decisions taken must be accountable. **Fourth**, element of the idea that there is no formal system of control that can dictate between "relationship and outcome"[8].

According to H. George Frederickson, governance can be interpreted according to 4 parts, which are: (1) networking and decentralization; (2) the diversity of actors starting from the formulation process to the implementation of policies; (3) the existence of network relationships between actors across organizations, both horizontally and vertically; (4) governance is considered acceptable, valid, creative, and responsive [9] [10]. It can be said that one of the important substances of governance is the relationship and interaction that the government builds with all its stakeholders in carrying out its governance which is considered more acceptable, valid, creative, and responsive [11] [12]. Based on this perspective, the continuous attachment, relationship, and interaction between actors in the management of the Village Fund to achieve the Village SDGs goals needs to be carried out synergistically and sustainably.

Meanwhile, Gerring and Thacker argued that governance related to relationships and interactions between actors can be divided into 4 models: (1) the anarchy model, where the government has low authority in decision-making, the level of democracy is low, and the relationships built are full of violence and conflict; (2) the centralistic model, where the decision-making authority is centralized and the level of democracy is also low; (3) a decentralized model in which decision-making has low political authority, but has a high level of democracy; (4) centripetal model where in decision-making political and democratic authority are equally high [13]. The four governance models

can be explained in the following figure:



Source: Authors

Figure 2. *Governance models* of Gerring and Thacker

Based on that figure, we can see that the centripetal model can be said to be the most ideal model because it has equally high authority and inclusion in decision-making. The urgency of this study is to look at how the Village Fund is managed in achieving the Village SDGs goals in Sumbermulyo, and to see the appropriate governance model in the Village Fund management process. So far, the Village Fund has been considered as capital and energy in the principle of recognition and subsidiarity of authority in the village, but in practice, there are various relationships and interactions between stakeholder in the village and various interests from various parties in the management of the Village Fund.

2 Methodology

This research focuses on the management of Village Funds for the achievement of Village SDGs goals in Sumbermulyo Village, Bantul, Special Region of Yogyakarta seen from a governance perspective. The reason for choosing this research topic is to see the pattern of relationships between supra villages and villages, as well as villages and their communities in the management of Village Funds to achieve the Village SDGs goals. The location of this research is in Sumbermulyo Village, Bambanglipuro District, Bantul, Special Region of Yogyakarta. The reason for choosing the research location is because Sumbermulyo Village has had excellent Village Fund management, this can be seen from Sumbermulyo Village has received incentive funds for 2 consecutive years because it has a high performance assessment from the Bantul Regency government.

The method used in this study is qualitative descriptive. The qualitative research in this study aims to understand a certain phenomenon in more detail through the collection of in-depth data on the management of Village Funds to achieve the Village SDGs goals in Sumbermulyo [14] [15]. While the descriptive method in this study is used to describe specific things precisely about the social phenomena that occur and the knowledge obtained about the object of this study [16].

The primary data from this study are various data related to stakeholder in the management of Village Funds for the achievement of Village SDGs goals are collected through observation, indepth interviews, and Focus Group Discussions (*FGD*) with informants are: village heads, village officials, chairmen and members of the Badan Permusyawaratan Desa (BPD) of Sumbermulyo Village, village companion, heads of various Sumbermulyo Village institutions, communities leaders, and representatives actors from the community. Meanwhile, secondary data is obtained from the study of various relevant literature, such as journals, books, and various articles related to the management of Village Funds and Village SDGs, with reference sources coming from both national and international, village archive documents, laws and regulations, and various related policy documents. The procedure in this study is that after the data is obtained, then the data is reduced and analyzed according to the research topic using inductive analysis developed by Miles and Huberman, and consists of three main components, namely: 1) data reduction; 2) data presentation; and 3) conclusion drawing and verification[17] [18].

3 Results and Discussion

Village Fund Management involves relationships between very diverse actors and is an important element in governance, namely: supra-village government; village government; various village institutions; and village communities also. The supra-village government itself consists of the central government, provincial government, and district government. Meanwhile, the relationship built between village actors can be divided into two forms: (1) supra-village relations with villages, and (2) relations between villages and their communities.

The relationship between supra-villages and villages, one of which is manifested in various regulations from supra-villages as part of their authorities. In relation to village financial management, supra-villages have the authority over villages in managing Village Funds are the Ministry of Home Affairs (Kemendagri), Ministry of Finance (Kemenkeu), and Ministry of Villages, Development of Disadvantaged Regions and Transmigration (Kemendesa PDTT). The three ministries issue various regulations about village financial management, while the provincial and district governments will make derivative regulations based on the regulations of that three ministries.

The supra-village relationship with the village in the management of the Village Fund tends to be centripetal where each village is obliged to implement the supra-village policy which is reflected in several things, like: (1) the mandate of various regulations governing the management and use of the Village Fund; (2) the existence of a village information system website www.sid.kemendesa.go.id that must be used starting from

data collection, planning, and implementation of Village Funds for the achievement of the Village SDGs goals; and (3) the existence of guidance from supra-villages from the central level through ministries to the district/city level. Regulations from supra-villages in the management of Village Funds related to the achievement of Village SDGs goals began since the issuance of Permendesa PDTT No. 13 of 2020 concerning the use of Village Funds 2021 which is prioritized to accelerate the achievement of Village SDGs goals in throughout Indonesia and there are have 3 points: (1) national economic recovery according to the authority of the village; (2) national priority programs according to the authority of the village; and (3) adaptation of new habits in the village.

In the following year, a new regulation emerged, namely Permendesa PDTT No. 7 of 2021 concerning the Priority Use of Village Funds in 2022, states that the use of Village Funds for the 2022 are prioritized on three main points to achieved Village SDGs goals: (1) national economic recovery according to village authority; (2) national priority programs according to the authority of the village; and (3) mitigation and handling of natural and non-natural disasters according to the authority of the village.

In 2022, a new regulation Permendesa PDTT No. 8 of 2022 was issued, concerning the Priority Use of Village Funds in 2023, states that the use of Village Funds is directed to accelerate the achievement of Village SDGs goals including: (1) National economic recovery according to village authority; (2) national priority programs according to the authority of the village; and (3) mitigation and handling of natural and non-natural disasters according to the authority of the village. Meanwhile, the utilization of Village Funds in 2024 is regulated in Permendesa PDTT No. 7 of 2023, which mandates that the priority of using Village Funds is aimed at providing the greatest benefits for village communities in the framework of: (1) improving the welfare of village communities; (2) improving the quality of human life; and (3) poverty alleviation.

The implementation of Village Funds usage follows the stages of village development planning in accordance with the general guidelines for the development and empowerment of village communities in line with the Permendesa PDTT No. 21 of 2020. This regulation regulates the following policies: a) the direction of village development policies and the empowerment of village communities; b) village development; c) empowerment of village communities; and d) monitoring, evaluation, supervision, and coaching which aims to focus the direction of village development planning policies on achieving the Village SDGs goals.

In addition, in the implementation and monitoring of the Village SDGs program, the government uses the www.sid.kemendes.go.id which contains various data related to the Village SDGs. Every village throughout Indonesia is required to carry out Village SDGs data collection activities or update IDM (Village Developing Index) data based on the Village SDGs. The Village SDGs data itself consists of regional and village citizenship data which includes individual data, family data, Neighborhood Unit (RT) data, and village data, which are compiled objectively. Village SDGs data collection is the process of excavating, collecting, recording, verifying and validating Village SDGs data, which contains assets and potential village assets for achieving the Village SDGs goals. Village SDGs data as one of the recommendations for the preparation of village

development programs and activities. Meanwhile, the www.sid.kemendesa.go.id is a village data center that can be accessed by all parties, so that all parties can find out the progress of the implementation of the Village SDGs both nationally, provincially, district/city, and at the village level.

In addition to the various regulations and websites owned by the Kemendesa PDTT, centripetal authority can also be seen from the guidance carried out by the supra-village government to Village Funds management to achieve the goals of the Village SDGs. The coaching is carried out in stages, where the ministry conducts guidance through socialization, monitoring, and evaluation of the priority use of Village Funds nationally using the sid.kemendesa.go.id. Meanwhile, at the regional level, governors and regents/mayors conduct coaching through socialization, monitoring, and evaluation of the priority use of Village Funds in stages that can be delegated to regional and/or sub-district officials. In addition, assistants and third parties can also provide guidance in the management of Village Funds and the implementation of Village SDGs.

However, in its implementation, the role of the supra-village as a village coach can be interpreted as the authority of the supra-village to intervene in the management of the Village Fund [19]. The coaching carried out is also tiered and can be seen from various derivative regulations issued and sourced from regulations from the ministry. In addition, the regulations issued by the regions more or less contain various regional interests that are deliberately included in the regulation. For example, regarding the mandate to synchronize regional programs and activities with village programs and activities. Villages should prioritize the interests and needs of the village community, but this tends not to be prioritized in village programs and activities because they have to carry out programs and activities from the region and from the center [4] [20].

Although the authority from the supra village to the village is quite high with the issuance of various tiered regulations, websites, applications, supervision and monitoring functions, as well as the mandate to synchronize the programs and activities of the supra village to the village, the village also has a fairly high inclusion in its relationship with the supra village. The various supra village regulations also give the authority for the village to carry out programs and activities financed by the Village Fund through a self-management (*swakelola*) system, where the village can procure goods and services in accordance with the provisions of laws and regulations. In addition, various development programs and activities funded by Village Funds are also prioritized to be implemented using the Village Cash Labor Intensive (*Padat Karya Tunai Desa-PKTD*) pattern. Villages also have the authority to select workers who are prioritized for the unemployed, semi-unemployed, Women Heads of Families (*PEKKA*), poor family members, and other members of marginalized communities so that villages can empower their citizens while reducing poverty in their areas. The amount of the workers wage budget is at least 50% of the total cost per activity carried out using the PKTD pattern.

Sumbermulyo Village itself also implements the same thing, and conducts several strategies where the program and activities based on village self-management are also used as community empowerment programs in their area and are adjusted to the

aspirations of the community. In addition, even though the supra village mandates various programs and activities that must be carried out, Sumbermulyo Village also conducts an strategies by synchronizing the proposed programs from the communities of Sumbermulyo Village with the recommended programs from the supra village.

The relationship and interaction between Sumbermulyo village and its community in the management of the Village Fund to achieving of the Village SDGs goals is also in accordance with the centripetal model. This can be seen that in the village planning stage in the previous few years, it began with musyawarah dusun (musdus) and musyawarah desa (musdes), but since the issuance of the Permendesa PD TT No. 21 of 2020, it no longer begins with musdus or musdes anymore, but first begins with development plan deliberations (musrenbang). Sumbermulyo Village itself carried out the musrenbang after first verifying the table (verifikasi di atas meja) to representatives from all hamlets in its area regarding the proposed program that had been prepared by the Village Development Activity Plan document drafting team (RKPDes team). The proposed program has previously been adjusted to the recommendation program from the www.sid.kemendesa.go.id based on the score of 18 goals of the Village SDGs owned by Sumbermulyo Village and has been aligned with various program mandates and activities from the supra village.

Furthermore, the priority order of programs and activities that will be carried out by Sumbermulyo Village in one fiscal year is carried out through the determination of *scoring* and priority scale sequence numbers involving all village stakeholder, starting from village heads, village officials, BPD, village institutions, village assistants, representatives from hamlets, community leaders, and representatives from other community elements. This shows that in the process of managing the Village Fund in achieving the Village SDGs goals, starting from planning, implementation, to monitoring, evaluation and reporting, although the authority from the supra village to Sumbermulyo Village, as well as the authority from Sumbermulyo Village to their communities is high, the village also has a high level of inclusion because Sumbermulyo Village has the authority to make adjustments to programs and activities that will be carried out in accordance with the aspirations of the community. In addition, high inclusion can also be seen from the involvement of the Sumbermulyo Village community in determining the priorities of programs and activities that will be carried out by Sumbermulyo Village. Inclusion can also be seen from various village data that can currently be accessed by anyone, including village communities, because it must be published through www.sid.kemendesa.go.id or from the Village Information System (SID) page of Sumbermulyo.

Based on the governance model of Gerring and Thacker, the relationships and interactions built in Sumbermulyo Village in the management of Village Funds have equally high both authority and inclusivity. Based on the description above, we can mapping various elements of the supra-village government and the Sumbermulyo Village Government, as well as from community involvement, in the following table:

Table 1. Division of Authority and Inclusion Based on the Centripetal Governance Model

ELEMENT	AUTHORITY	INCLUSION
Supra village regulations	1. Determination of Priority for the Use of Village Funds 2. Planning and selection of Village SDGs programs and activities	Community involvement in planning and prioritizing programs and activities
sid.kemendesa.go.id	1. Village data input more comprehensively 2. Guidelines in the selection of programs/activities and achievement targets in achieving the goals of the Village SDGs	1. Availability of village data 2. Ease of access to village data 3. Availability of alternative programs and activities that can be prioritized for village programs and activities
The role of coaching from supra villages	1. Socialization of Village SDGs Policy 2. Monitoring and Evaluation of Program Implementation 3. Synchronization of supra-village programs and activities with villages	1. Good understanding of Village SDGs policies 2. The use of Village SDGs data in village policy making
Community participation in the planning and village stages	1. Village Fund Management Must Be Participatory 2. Mandate of community involvement in all stages of Village Fund management	1. Involvement in the determination of scoring, selection of program and activity priorities 2. Activeness in deliberative forums at the hamlet and village levels
Alignment with the community in the implementation of programs and activities to achieve the goals of the Village SDGs	1. Clarity of the budget ceiling used in the implementation of programs and activities 2. Budget allocation authority in achieving the Village SDGs goals	1. The principle of self-management in the implementation of Village SDGs programs and activities 2. Alignment with increasing the income of marginalized communities through Cash Labor Intensive

Source: Authors

4 Conclusion

There is a balance between the two elements in *the centripetal governance model*, which are authority and inclusivity. Authority is the existence of an effective authority and mechanism to reach an agreement. Meanwhile, inclusivity can be interpreted by providing opportunities for all related interests, ideas, and identities to be involved or participate. The existence of supra-village regulations, website and application pages from the Kemendesa PD TT, the role of coaching from supra-villages in the management of Village Funds for achievement the Village SDGs goals, participatory village development planning and the implementation of programs and activities using the principles of self-management and cash labor-intensive, shows that Sumbermulyo Village uses a centripetal governance model in the management of the Village Fund because high authority is balanced with high inclusion. The relationship between the supra village and Sumbermulyo Village, as well as the relationship between Sumbermulyo Village and its community can also be said to be democratic and

inclusive even though the authority of the government, both supra village and village, is also high.

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