

# Collaborative governance in the village Prior Learning Recognition (PLR) program to support the achievement of village Sustainable Development Goals (SDGs)

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**Abstract.** Improving the quality of human resources has become an important focus in efforts to achieve the Sustainable Development Goals (SDGs) at the village level, including Bojonegoro Regency, Indonesia. The Village Past Learning Recognition Program (RPL) which is implemented involves the Central Government, Regional Government and Universities who collaborate in an effort to realize the Village SDGs. The aim of this study is to understand and explore the implementation of collaborative governance in the Village Recognition of Past Learning (RPL) program in Bojonegoro Regency and its impact on supporting the achievement of SDGs at the village level. This research uses a descriptive qualitative approach with the Miles and Huberman Interactive Model analysis technique. The research results show that collaborative governance. This can be an effective model in supporting sustainable development in villages. Through active participation from the community and other stakeholders, this program has succeeded in achieving several Sustainable Development Goals (SDGs) indicators, namely quality education and strengthening partnerships.

## 1 Introduction

The government is currently calling for ideas to accelerate village development [1]. According to Joko Widodo and Jusuf Kalla, President of the Republic of Indonesia for the 2014–2019 period, Nawacita reiterated that the big aim of enforcing Law Number 6 of 2014 concerning Villages is "Developing Indonesia from the Margins and Strengthening Regions and Villages". Appointing villages as leaders in development and improving community welfare. This shows that villages are the basis for the development of a nation which has an impact on the welfare of its citizens.

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One of eighteen sustainable development goals must be achieved to realize the Sustainable Development Goals (Village SDGs) namely realizing Quality Village Education. In order to realize this goal, village officials in charge of community development must master development concepts to achieve this goal [2].

**Table 1.** Gross Enrollment Rate (GER) for Higher Education According to Village Classification

Region of Residence	Gross Enrollment Rate (GER) of Higher Education According to Village Classification		
	2020	2021	2022
Urban	38.58	38.82	37.13
Rural	19.77	19.85	23.05
Urban and Rural	30.85	31.19	31.16

\*Source: National Bureau of Statistics, National Socio-Economic Survey March 2023

BPS data for 2023 shows that there are significant disparities in educational engagement between rural and urban areas, especially in terms of educational participation in tertiary institutions, as shown by the Gross Enrollment Rate (GER). Between 2016 and 2022, data shows that there is a disparity in higher education participation rates between rural and urban areas, highlighting the obstacles faced by rural communities in accessing education. Apart from that, the low qualifications and skills of village officials are also an obstacle in the implementation of public services at the village level. Many village officials have knowledge and skills acquired through work experience or daily life, but are not officially recognized. Imbalance between the knowledge and skills possessed by village communities and the formal recognition provided by educational institutions. Without formal recognition by these institutions of their competencies, the quality of government services, education and infrastructure at the village level can suffer, hindering the achievement of desired development goals.

Based on data from the Ministry of Villages, Development of Disadvantaged Regions and Transmigration [3], it is estimated that 60.91% of BUMDes administrators nationally and 64.26% of village heads, secretaries and assistants nationally have a SMA/SMK equivalent degree. Seeing these conditions, the government must work together with related agencies to take various actions to improve the quality of human resources. In connection with this, on February 10 2021 in Jakarta, the Ministry of Villages, Development of Disadvantaged Regions and Transmigration signed a Collective Work Agreement (MoU) to continue cooperation with the Ministry of Education, Culture, Research and Technology. Confirming the provision of higher education for village heads, village officials, the Village Consultative Body (BPD), and professional assistants (village assistants) based on recognition of past learning (RPL) is one of the consensus goals. Then, the Village Higher Education Forum (PERTIDES), the Ministry of Villages, Development of Disadvantaged Regions and Transmigration has collaborated with a number of Indonesian State Universities (PTN) and Private Universities (PTS), one of which is Surabaya State University (Unesa) and Yogyakarta State University (UNY).

In 2022, Bojonegoro Regency will be the first area to be used as a pilot project Village RPL program [4]. Apart from being one of the government's concerns about the capacity of village officials in Bojonegoro Regency, it is also based on several problems regarding the quality of village officials in the district. As is the case, several government officials in Samberan Village, Bojonegoro Regency do not understand how to carry out their duties, functions and obligations [5]. There is an overlap between one village apparatus and another. Then in Sumbergede Village, Bojonegoro Regency, there is also the problem that village officials still have minimal knowledge regarding IT-based programs, which means that the

village does not yet have a domain [6]. Then in Bakalan-Tambakrejo Village, Bojonegoro Regency, there are also several problems faced in the growth of Prosperous Village-Owned Enterprises (BUMDes) [7]. The problems that arise are caused by the weak competence of BUMDes managers and a limited understanding of the administrative workflow and financial reporting of BUMDes. In fact, BUMDes also play an important role in increasing regional autonomy by encouraging the development of village resources in line with village capacity and authority [8].

Based on this data, it appears that Bojonegoro Regency requires further efforts to achieve sustainable improvement in the quality of its human resources, as stated in the vision of the Bojonegoro Regency Government as outlined in the 2018-2023 Bojonegoro Regency RPJMD. This vision aims to transform Bojonegoro into a centre for local people's economic and social culture, thereby cultivating a faithful, prosperous and competitive society. Additionally, Collaboration efforts between the Ministry of Villages, Development of Disadvantaged Regions and Transmigration and several universities such as Surabaya State University and Yogyakarta State University mark a significant step in increasing the capacity of village officials in Bojonegoro Regency. In this case, the Village RPL Program is not only to overcome the challenges faced by village officials but also to empower them with the knowledge and skills needed to be able to carry out their duties effectively [9, 10].

Implementation of the Village Recognition of Past Learning (RPL) program requires system governance to be able to work smoothly and effectively, and making this happen requires good coordination and cooperation between various actors in both the public and private sectors. There is a strategy in government called "*Collaborative Governance*" that can unite various *stakeholders* in a joint forum to be involved in decision-making. Besides that, *collaborative governance* is also a widely accepted approach to implementing policies aimed at sustainability transformation [11].

The implementation of cooperation and collaboration carried out by the Village Government in Bojonegoro Regency has been running for one year. This initiative was coordinated by the Bojonegoro Regency Community and Village Empowerment Service in collaboration with Surabaya State University. The Bojonegoro Regency Government will continue to strive to increase the capacity of regional officials. Various involvement stakeholders, in this effort, it is of concern that in the process of developing villages, the government will not stand alone [12]. It is hoped that the collaboration that exists can increase government efficiency in meeting community needs [13]. The dedication of the local government and the active involvement of stakeholders is a significant step in achieving the ultimate goal of realizing an independent and competitive society in Bojonegoro Regency. The commitment to advancing human resources in this region reflects the broader goal of transforming villages into centres of economic and cultural excellence [14, 15].

This research is research that examines further the impact of implementing collaborative governance in the Village Recognition of Past Learning (RPL) program to support the achievement of Village SDGs, which is a necessity that must be achieved by the village government. Therefore, this research aims to understand and explore the implementation of collaborative governance in the Village Recognition of Past Learning (RPL) program in Bojonegoro Regency and its impact on supporting the achievement of SDG's at the village level. Theoretically, this research contributes to the development of collaborative governance theory and increases knowledge about how a program can contribute to achieving Village SDGs. Practically, this research can be used as a guide for policy-makers and practitioners in supporting the development of policies that facilitate program implementation so as to contribute to the progress of the sustainable development agenda by implementing practical strategies to improve the quality of human resources.

## 2 Methods

This research uses a descriptive qualitative approach to understand and explore the role of collaborative governance in the Village Past Learning Recognition (RPL) program in Bojonegoro Regency and its impact on supporting the achievement of Sustainable Development Goals (SDG's) at the village level. A qualitative approach was chosen because it allows researchers to gain an in-depth understanding of the dynamics and complexity of interactions between stakeholders in this program.

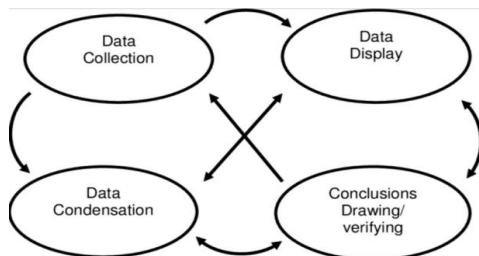
Informants or research subjects were obtained using a purposive sampling technique. The purposive sampling technique is a sampling technique using certain considerations in line with the desired criteria to determine the number of samples to be studied [16]. In this research, the informants selected included: Head of the Community and Village Empowerment Service of Bojonegoro Regency, Representatives of Village Apparatus, namely Participants in the Past Learning Recognition Program (RPL), and Manager of the Past Learning Recognition Program (RPL) at Surabaya State University. This sample is considered representative because each group of informants provides different but complementary perspectives on the implementation and impact of the RPL program. By involving various parties who are directly or indirectly involved in this program, researchers can collect richer and more in-depth data so that the results of this research are more valid and comprehensive.

This research focuses on three dimensions of the collaborative governance model by Weber, Lovrich and Gaffney [17]. The dimensions in question include the central government, regional government and universities which are interconnected with each other. The Central Government has a vertical relationship with Regional Governments, so it can be interpreted as a relationship between government institutions. Meanwhile, higher education is interpreted as a relationship between organizations that are equal or do not have the authority to mutually govern the Regional Government or the Central Government. This means that universities become partners who have a partnership relationship between the Central Government and Regional Government (a combination of vertical and horizontal dimensions) so as to produce an effective arrangement.

The data collection techniques used in this research were observation, in-depth interviews and desk study. Observations are carried out where the researcher looks at the object without entering the situation being observed. In this activity, researchers can take notes, record and other things that are useful for recording the situation being observed. In-depth interviews were conducted where researchers met face-to-face with informants to obtain complete and in-depth data. According to Esteberg [18], an interview is defined as a meeting between two people to exchange information and ideas through questions and answers, so that meaning can be constructed on a particular topic. The interviews in this research used a semi-structured interview type so that the researcher was able to find out the interviewee's point of view so as to gain relevance and have a high degree of importance regarding the topic or theme being researched through in-depth interviews. A desk study is carried out by collecting data through several relevant literature, documents/statistical data sourced from websites, government policies, scientific articles and other documents that have data relevance to the object under study.

The data analysis technique used in this research is the Miles and Huberman Interactive Model Analysis technique. Miles and Huberman & Saldana [19] describe the stages of interactive data analysis techniques: 1) Data condensation, referring to the process of selecting, simplifying, abstracting and/or transforming data that approaches all parts of written field notes, interview transcripts, documents and other empirical material. 2) Data presentation), refers to the organization and integration of information to enable conclusions

and actions. At this stage, the researcher presents data from the results of the interviews conducted so that it can be used as a basis for the process of drawing up conclusions. 3) Drawing conclusions or verification refers to the activity of drawing conclusions based on the results of interviews conducted with informants and the data that has been obtained, whether they are appropriate and able to answer the problem formulation posed. The data analysis stage can be described as follows,



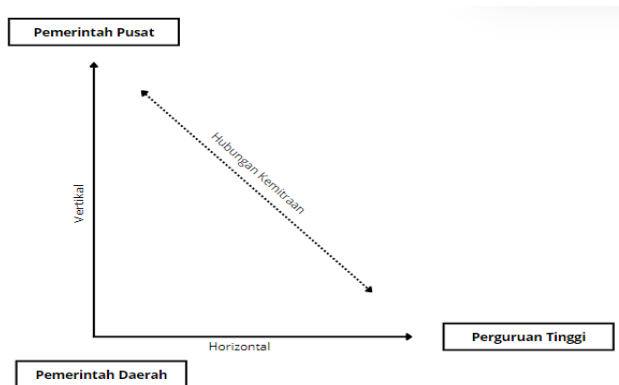
**Fig. 1.** Interactive data analysis model [19]

### 3 Result and Discussion

The Village RPL program in this research refers to the meaning explained in the Minister of Education and Culture Regulation Number 41 of 2021 concerning Recognition of Past Learning (RPL), which states that Village RPL is a process of recognizing competencies obtained by a person through formal, informal or non-formal channels in outside the formal education system. Surabaya State University (Unesa) and Yogyakarta State University (UNY) are the two universities chosen to partner in this program. This program aims to become a platform for various parties to get involved and contribute to the development of rural communities.

Optimizing the implementation of the Village RPL program is supported by various regulations, such as Presidential Regulation Number 8 of 2012 concerning the Indonesian National Qualifications Framework (KKNI) and Minister of Education and Culture Regulation Number 73 of 2013 concerning the Implementation of KKNI in the Higher Education Sector. KKNI is a framework for assessing the qualifications of Indonesian human resources that integrate education, training and work experience in a valid work experience validation scheme, as explained in Presidential Regulation Number 8 of 2012 concerning KKNI.

KKNI reflects the quality and identity of the nation. The application of the KKNI in the field of education is regulated in Minister of Education and Culture Regulation Number 73 of 2013 concerning the Application of the KKNI in the Field of Higher Education, which is the basis for access to higher education for Village RPL participants. This regulation covers village officials who wish to continue their education to improve their professional and intellectual background. The Village RPL program implemented through a collaborative governance approach is an integration that includes bureaucratic functions, cross-policy, government levels and community involvement, which is depicted in Figure 1.



**Fig. 2.** Model *collaborative governance* in improving the quality of village apparatus through the village RPL Program in Bojonegoro Regency [17]

Referring to the image above, it can be seen that there are three interrelated dimensions. In this case, the Central Government has a vertical relationship with the Regional Government, which describes the relationship between government institutions. Meanwhile, higher education is defined as a relationship between equal organizations, without the authority to govern the Regional Government or Central Government. This means that universities become partners with a partnership relationship with the Central Government and Regional Government (a combination of vertical and horizontal dimensions) thereby creating effective arrangements.

#### 1) Central government

In 2020, President Joko Widodo, through Presidential Regulation Number 85 of 2020, gave the Ministry of Villages, Development of Disadvantaged Regions and Transmigration the task of carrying out government affairs in the fields of village development, empowering village communities, accelerating the development of disadvantaged areas, and transmigration. These duties and functions include developing village human resources and empowering village communities. Then, the Ministry of Education and Culture, Research and Technology through Minister of Education and Culture, Research and Technology Regulation Number 41 of 2021 concerning Recognition of Past Learning regulates the recognition of learning achievements obtained from formal, non-formal, informal education, and/or work experience as a basis for continuing formal education and carrying out equalization. with certain qualifications. This regulation supports the implementation of the tasks and functions of the PDTT Village Ministry in improving the competency and quality of human resources are very important to achieving the Village Sustainable Development Goals (Village SDGs) and facilitating rapid progress and village independence.

#### 2) Local government

The Bojonegoro Regency Government is an important element in the collaborative governance approach. The Bojonegoro Regency Government is committed to advancing its human resources (HR). Their responsibilities include modifying national recommendations to suit local conditions, providing technical advice to village governments, and organizing collaboration between parties involved in implementing these policies. Apart from that, local governments are also responsible for providing

scholarships for the Village Recognition of Past Learning (RPL) program. In line with the vision and mission of Bojonegoro Regency as stated in the 2018-2024 Regional Medium Development Plan (RPJMD), which aims to make Bojonegoro a source of local people's economic and social culture to create a faithful, prosperous and competitive society. One of its missions is to improve the quality of human resources in a sustainable manner. In order to achieve this vision and mission, Bojonegoro Regency is committed to improving the quality of human resources to make them superior. One of the initiatives being promoted is the One Village Two Scholars Scholarship Program, where RPL Village opens up opportunities for development and empowerment of actors in village communities to receive scholarships. The work experience of Village Heads, Village Apparatus, Village Consultative Body Members, Village BUM Managers, Professional Assistant Staff, and Village Community Empowerment Activists can be recognized as learning achievements for pursuing undergraduate education. Bojonegoro Regency was appointed as the Village RPL pilot project and provided scholarships worth 10.8 billion rupiah for this program, which was allocated from the education function budget in the Draft Regional Regulation on the 2022 Bojonegoro Regency R-APBD.

### 3) College

The universities appointed to provide the Village RPL program are Yogyakarta State University (UNY) and Surabaya State University (Unesa). This college offers Bachelor's (S1) and Master's (S2) programs with a choice of study programs such as State/Public Administration, Sociology/Sociological Education, Management, Accounting, and Extramural Education. These universities implement an assessment system in accordance with the provisions of each university for RPL Village program students. Basically, Village RPL is a route for accepting new students from universities. Assessment systems, mechanisms and procedures for RPL Village students are in accordance with the provisions of each university. In this case, higher education is an important factor in the smooth collaboration of the Village RPL program, because this program is used as a means to improve the quality and capacity of village officials in carrying out their duties. Finally, Village RPL students have a deeper understanding and knowledge, so they are able to analyze phenomena or problems in their village using various approaches, theories and concepts obtained during their studies. Therefore, in its implementation, it is a joint responsibility between universities and the Ministry of Villages, Development of Disadvantaged Regions and Transmigration to ensure the quality of all participants in the Village Recognition of Past Learning (RPL) program such as overseeing the registration process, assessing participant qualifications, carrying out lectures, and facilitating completion of final assignments relevant to village development and village community empowerment.

The target of the Village RPL Program collaboration is for village officials to support the success of rural development through improving the quality of village community education. In this case, village officials are the object of the Village RPL program, which aims to increase their capacity, including village heads, village officials, members of the Village Consultative Body (BPD), managers of Village-Owned Enterprises (BUMDesa), as well as professional assistant staff and empowerment activists. public. Village RPL participants must prepare the resources needed for the study, such as communication devices that can connect to the internet. To realize the vision of the Bojonegoro Regency Government, namely

"Making Bojonegoro a Source of Community Economy and Local Social Culture to Create a Faithful, Prosperous and Competitive Community" as well as achieving the Village SDGs, namely realizing Quality Village Education, village officials are very enthusiastic about participating in the Village RPL program. As stated by Mr. Yudhistira Nugraha Head of Purwosari District, Bojonegoro Regency and Mr. Saedan Head of Dependent Village, Bojonegoro Regency, village officials and village activists such as BPD, Village Assistants and others showed high enthusiasm for participating in the Village Recognition of Past Learning (RPL) program. By aligning the interests and efforts of stakeholders towards a shared vision for the future, these programs can create long-term positive changes that benefit society as a whole, paving the way for continued progress and growth [20].

The implementation of collaborative governance has played an important role in increasing the capacity of village officials through the Village RPL program in Bojonegoro Regency. This collaborative governance not only empowers village officials but also fosters shared responsibility between stakeholders in realizing the vision of Bojonegoro Regency and the Village SDGs. Through this program, village officials in Bojonegoro Regency have experienced positive transformation in several key areas, which directly contributes to the progress of SDGs in the village. There is an increase in academic competence compared to before joining the program. One of the significant impacts felt is increasing the ability to use technological devices, applications and the web, because in lectures RPL Village students must use completely digital technological devices. As stated by Mr. Yunarto Secretary of Genjor Village, Sugiharas District, the significant positive change experienced by village officials is their ability to utilize information technology (IT) to provide public services to the community effectively and efficiently. This ability also helps them in preparing financial accountability reports.

Apart from that, it was also explained by Mr. Yudhistira Head of Purwosari District that through the RPL program, there were many significant improvements, for example in terms of discipline, making reports which previously did not think systemically became more systematic. Then they also experienced an increase in communication, where this communication became one of the important things that a village official must have in communicating or conveying plans and evaluating village programs/activities to the community or others. This was also felt by RPL participants represented by Mr. Setyo Pribowo as Secretary of Tikusan Village, Kapas District, Bojonegoro Regency, that in terms of communication, there was a significant improvement, especially when implementing APBD transparency or activities/programs carried out by the village which were then conveyed to the community.

RPL Village apart from recognizing the experience and skills of village officials, also improves the welfare of the community. This means that Village RPL participants are not only specialized by village officials but also open up opportunities for Village-Owned Enterprise (BUMDesa) managers, making them able to manage and develop the potential that exists in the village by applying the theory or knowledge gained while participating in the RPL program. Village. This was conveyed by Mr. Setyo Pribowo Secretary of Tikusan Village, Kapas District, that the Village RPL program not only supports the achievement of SDGs in terms of education but is also able to boost the economy which is managed by the management of Village-Owned Enterprises (BUMDesa).

In addition, the material provided in the Village RPL program for the Bachelor of State Administration Science study program includes development planning, it is hoped that it can improve the multidimensional analysis and perspective of village officials. One of them is in preparing the Village Government Work Plan (RKP), which is expected to be carried out using a multidimensional approach so that the program created is effective and on target.



This Village RPL program also provides a different experience for Village RPL students, who usually only receive training that is directly related to the job/need. However, the Village RPL program provides more complex learning and learning experiences. Collaborative governance also involves building trust and developing accountability among all parties involved. Transparent communication, fair decision-making processes, and shared responsibility are key elements that can strengthen the collaborative framework and ensure program objectives are achieved effectively [21, 22].

The success of collaborative governance in the Village RPL program to realize the achievement of Village SDGs is supported by several factors. As well as transparent communication, a fair decision-making process, and shared responsibility are key elements that can strengthen the collaborative framework and ensure program objectives are achieved effectively [21, 22]. Government commitment and support, involvement of educational institutions, and participation of village officials have also proven to be key elements in ensuring the success and sustainability of the program. These factors can be described as follows:

1) Government Commitment and Support

The success of the Village RPL Program is greatly influenced by the strong commitment and support from the village government. Visionary leadership and proactive initiatives from the village government in promoting this program are key factors that encourage active participation from the community and other stakeholders.

2) The involvement of educational institutions

Educational institutions that partner in this program have an important role in providing adequate quality education. The experience and capability of educational institutions in developing curricula and managing the learning process are critical factors in ensuring programs run well and are credible.

3) Village Officials' participation,

The active participation of the community in every stage of the program, from planning to evaluation, is very important to ensure the relevance and effectiveness of the program. People who feel they have ownership of the program tend to be more motivated to participate and contribute to the sustainability of the program.

The implementation of the Village RPL program also supports the achievement of the Village SDGs, especially in realizing quality education and strengthening institutions and partnerships. In realizing quality education, Village RPL provides opportunities for the community to obtain formal recognition for non-formal and informal learning. This not only increases access to quality education but also encourages people to continue learning and developing themselves. Meanwhile, in terms of strengthening institutions and partnerships, the collaborative governance implemented in this program strengthens partnerships between institutions and stakeholders. Good cooperation between government, educational institutions and community organizations shows how partnerships can contribute to achieving broader development goals.

Thus, this research shows that collaborative governance plays an important role in the success of the Village RPL Program in Bojonegoro Regency. The RPL program in Bojonegoro Regency emerged as a transformative initiative that not only recognizes the talents and abilities of village officials but also empowers them to actively contribute to sustainable development. Meanwhile, effective collaboration between government, educational institutions and the community not only improves the quality and capacity of human resources but also contributes to achieving various Village SDGs targets in realizing

quality education. This collaborative governance approach can be an effective model in supporting sustainable development in villages.

## 4 Conclusion

The Village Past Learning Recognition Program (RPL) is an initiative regulated by the Minister of Education and Culture Regulation. This program aims to provide recognition of the competencies a person obtains through formal, informal or non-formal channels outside the formal education system. Collaboration between Surabaya State University (Unesa), Yogyakarta State University (UNY), central government, regional government and universities supports the implementation of this program. Regulations such as the Indonesian National Qualifications Framework (KKNI) are the basis for assessing the qualifications of Indonesian human resources. Through a collaborative governance approach, the Village RPL program integrates various aspects of bureaucracy, policy, government levels and community participation.

Regional governments, especially Bojonegoro Regency, have a central role in implementing this program with a commitment to improving the quality of village human resources. Through initiatives such as the One Village Two Scholars Scholarship Program, Bojonegoro Regency seeks to advance education and development of village human resources. Universities, as partners in this program, provide study programs and assessment systems in accordance with the provisions of the KKNI and each university.

The main objective of the Village RPL Program is to improve the quality of education and capacity of village officials, including village heads, village officials, BPD members, BUMDesa managers, as well as professional assistant staff and community empowerment activists. Through active participation from village officials and other stakeholders, this program succeeded in achieving several Sustainable Development Goals (SDGs) indicators such as quality education and strengthening partnerships.

Thus, it can be concluded that the implementation of the Village RPL Program in Bojonegoro Regency through a collaborative governance approach can be an effective model in supporting sustainable development in rural areas by strengthening partnerships between the central government, regional governments and universities.

Based on the results found, several suggestions and recommendations are presented below: (1) Encouraging the expansion of the Village RPL Program: seeing the significant impact it is recommended to expand the program to other areas. So that more village officials will benefit from the Village RPL Program, which in turn can contribute to improvement and development at the local level. (2) Expanding collaboration with PTNs and PTS: seeing that collaboration between universities is still limited, it is recommended to expand collaboration with other PTNs and PTS. (3) Program evaluation and improvement: It is important to continue evaluating the Village RPL program to identify areas that need improvement or improvements. Through regular evaluation, obstacles and challenges that may be encountered can be identified, and strategies can be developed to overcome them and increase the overall effectiveness of the program.

Meanwhile, the limitations of this research are that it focuses on the implementation of collaborative governance in the Village RPL program in Bojonegoro Regency. This research was conducted over a certain period of time so it does not cover the long-term development and sustainable impact of the Village RPL program on achieving the Village SDGs. Apart from that, the data sources chosen in this research were only 5 villages in Bojonegoro Regency. Therefore, future researchers can expand the variety of data sources by involving more informants from various levels of government, and educational institutions that

implement Village RPL and village communities. In addition, future researchers can develop a more comprehensive evaluation model to assess the impact of the Village RPL program on achieving the Village SDGs, where the model must include relevant indicators that can be measured quantitatively and qualitatively.

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