RPL Management Model for Capacity Building of Village Apparatus: A Case Study on Cooperation between Surabaya State University and Bojonegoro District Government

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ABSTRACT: Law Number 23 of 2014 grants regional autonomy, which means that each regional institution is authorized to manage its own policies. This includes village governments, which are regulated by Law Number 6 of 2014. Therefore, it is crucial to have competent village personnel who can provide exceptional services to the citizens. In 2021, 45,387 village heads, 43,876 village secretaries, 31,147 village-owned enterprise managers, and 7,889 professional assistants graduated from high school, according to data from the Ministry of Village, Development of Disadvantaged Regions, and Transmigration. This highlights the need to strengthen the education of village apparatus. One way to achieve this is through the Recognition of Prior Learning (RPL) program, which is a collaboration between the Ministry and universities such as the State University of Surabaya and the State University of Yogyakarta. This program can help improve the skills of village apparatus. However, there is a gap between the reality and the implementation of the collaboration between the Ministry and Pertindes regarding the implementation of RPL for village apparatus. In Bojonegoro Regency, for instance, only 61% of village heads had a high school educational background in 2022, according to the Office of Community Empowerment and Village Government. To address this issue, the researcher aims to understand the management of RPL in Bojonegoro Regency to improve the capacity of village apparatus. The research is based at the State University of Surabaya and Bojonegoro Regency. The study obtained primary data from interviews, literature studies, and a memorandum of understanding between the State University of Surabaya (UNESA) and the Bojonegoro Regency Government. The researcher used a knowledge management approach in program planning, which focused on six main stages in development planning. These stages included problem identification, problem diagnosis, design stage, design implementation, design testing, and solution formulation. The results of the study showed that collaboration and support from educational institutions are strategic solutions for improving village human resources. Additionally, the RPL program is relevant to the functions of higher education institutions in preparing personnel for village government administration. The implementation of RPL in Bojonegoro is in accordance with the principles of cooperation. However, there were some technical obstacles in the implementation of activities.

Based on these findings, the study recommends the following:
1. Expanding cooperation in improving the educational competence of village apparatus through the RPL Village scheme.
2. Resolving technical obstacles by improving facilities that support the RPL Village lecture process.
3.   Strengthening the design of RPL village cooperation with the perspective of village community needs.Keywords: Recognition of Prior Learning, *Capacity building of village apparatus, Intergovernmental Network*

I.   INTRODUCTION
Since 1998, the Indonesian government has implemented various policy changes, focusing on decentralization of authority. This is a significant shift from the centralised approach that was previously prevalent. The decentralisation policy was initiated by introducing Law No. 22 in 1999, followed by Law No. 32 in 2004, and finally Law No. 23 in 2014. These laws demonstrate the government's commitment to maintaining a balance of authority by dividing, submitting, delegating, and devolving various responsibilities from the central government to the local government.

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Each regional agency should have the right and authority to determine policies within the smallest scope possible, as long as they are not in conflict with laws and regulations (Mulyono 2015). Every regional government, including village governments,has the right to autonomy. This means that village governments have the authority to manage their households and make decisions for the progress of their villages.(Sari, et al. 2021)

Villages play a crucial role in determining policy direction for national development. The village government has extensive authority in managing government affairs and development. This is encouraged by the implementation of Law No. 6 of 2014, which deals with villages. To effectively carry out the responsibilities that come with this authority, the village government must have access to professional resources. Therefore, every government needs access to these resources (Pandey, Kiyai and Ruru 2015) : "One of the important elements that are urgent to be prepared in the implementation of village autonomy is the village government apparatus that has adequate capabilities or competencies to encourage improved performance". The position of the village apparatus is critical in supporting the programs run by the village government. For this reason, the village apparatus must have the knowledge and skills to help with the duties and responsibilities of their work.

Such conditions make capacity building for village officials necessary to be quickly improved with various schemes such as education or training (Fajarwati 2019). The results of Herliani's study (2021) show that the competence of village government officials affects the performance of the village government. Even the competence of the village government apparatus affects village financial management. Of course, many village officials are experienced, but they always need more knowledge to improve their abilities and skills and increase work productivity. Such development can be done in various ways, such as through coaching, education, and training. The level of education is a very influential factor in the quality of human resources.

Based on data from the Ministry of Villages, the development of disadvantaged regions and the migration related to the quality of human resources in the village apparatus can be seen from the level of education. In 2021, there were 45,387 village heads, 43,876 village secretaries, 31,147 administrators of Village-Owned Enterprises, and 7,889 professional assistants who were high school graduates (D. P. Kementerian 2024).
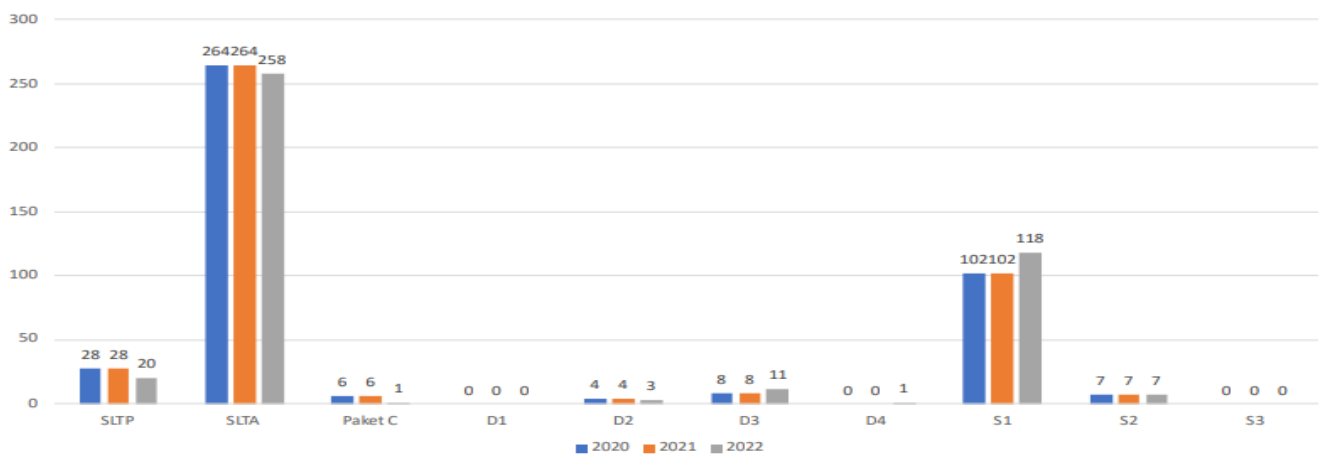

Figure 1 Graph of Educational Background Data of Village Heads and Village Apparatus in 2021
(**Source:** Data from the Ministry of Villages, Disadvantaged Regions and Transmigration)

The figure above shows that not many village officials in Indonesia have received higher education, so human resources still dominate them with a high school education. This data indicates that there needs to be more competent human resources and a better education system for village apparatuses in Indonesia. A way to reduce this gap is by strengthening education for village officials to meet the needs of village services that are increasingly modern from time to time. One way to enhance education is through the Recognition of Prior Learning (RPL) program for village officials.Developing the RPL program for village-level apparatus is a definite step in supporting community development and empowerment to create independence in the village by increasing the competence of the existing village apparatus (Zamtinah and Supriyadi 2018). The RPL program implemented in the Higher Education for Villages (Pertindes) forum is a collaboration between the Ministry of Villages, Disadvantaged Regions and Transmigration and universities. One such partnership is between Bojonegoro District, Surabaya State University, and Yogyakarta State University.The Bojonegoro Regency is working towards improving the education level of its village apparatus through the RPL program. This program aims to enhance the capacity building of the village heads in Bojonegoro. As per the Bojonegoro Regency

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Community Empowerment and Village Government Office's report in 2022, only 61% of the village heads in Bojonegoro have a high school education background.
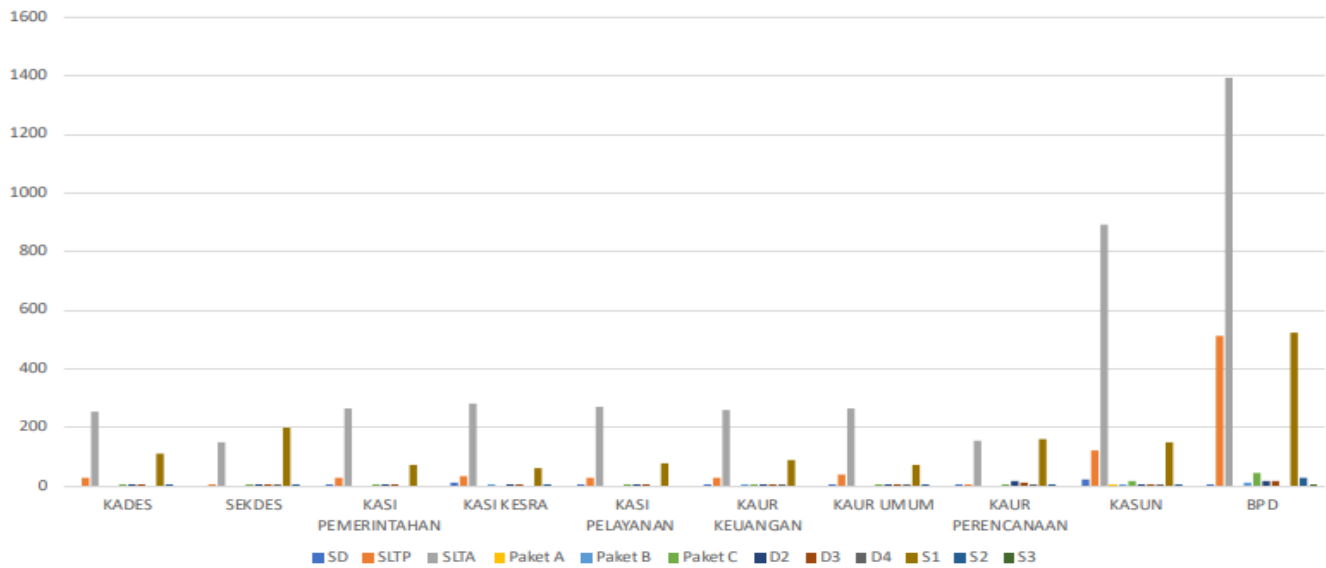

Figure 2 Educational Background of Village Heads and Village Officials in Bojonegoro Regency in 2022
(**Source:** Data from Office of Community Empowerment and Village Development of Bojonegoro Government 2024)

Researchers have taken an interest in producing a study on "RPL Management for Capacity Building of Village Apparatus" (with a case study in Bojonegoro Regency), in light of the observed Reality Gap and the need for collaboration between the Ministry of Villages and Pertindes in implementing RPL for village officials.

II. LITERATURE REVIEW

II.1 *Intergovernmental Cooperation (Intergovernmental Network)*

Interregional Cooperation (Intergovernmental network) is an alternative concept to build an equal relationship pattern between levels of government based on volunteerism and, simultaneously, build the same idea of understanding the interconnectedness, dependence, and interconnectedness between layers of government (GAJAHMADA 2015). Cooperation between local governments is when two or more parties coordinate dynamically to achieve common interests (Domai 2010). A partnership is expected to bridge the potential for mutually beneficial development. Each local government has its limitations. Therefore, local governments seek to optimise their potential by building relationships based on considerations of efficiency, effectiveness, synergy, and mutual benefit, especially in areas involving regional interests. This cooperation has a pattern of relationships between actors that can be vertical or horizontal. The development of collaboration can be in the form of identifying problems together, facilitating the exchange of information between regions as an intermediary for exchanging technology or resources available in each area, increasing regional capacity in governance, and developing joint strategies or programs between regions. Regional cooperation can run effectively if it contains similarities, has a commitment from each related local government, the principle of mutual benefit, and has community support (Tarigan 2009).Intergovernmental network-based cooperation is essential for development in various fields, including education. Networking in education development is based on the problem of a wide gap between education systems in Indonesia. The next issue is that there is a distance between educational institutions, especially universities, and outside entities, so they seem to be disconnected. Based on the study (Darniyus 2020), cooperation in education, especially universities and the government, is a model of collaboration that has long been built and developed by developed countries. Since 1970, Finland has used university research results as input and guidelines in policy making. One of the products of university studies in Finland, according to (Sahlberg, 2011), as cited, (Darniyus 2020) is the reform of the education curriculum. The findings of (Afzal et al., 2017) as cited (Darniyus 2020) several universities in neighboring Malaysia have collaborated with the government in making university policies related to performance. As a result, Malaysia was able to build a regional region.

II.2 Recognition of Prior Learning

Based on the Regulation of the Minister of Research, Technology and Higher Education of the Republic of Indonesia number 41 of 2021, Recognition of Prior Learning is the recognition of a person's learning achievements obtained from formal, non-formal,

informal education, and work experience as a basis for continuing formal education and to equalise with specific qualifications. Recognition of this learning achievement is intended to place a person at the qualification level by the level in KKNI. The RPL program is carried out in the Higher Education Forum for Villages forum. The development and implementation of RPL are coated with principles, including 1. Prioritizing transparency and accountability. Information about the implementation process and requirements for participating in RPL must be widely accessible to individual users in need and the general public. 2. A national-level accreditation body must accredit the institution or agency conducting RPL and have a valid mandate from the relevant institution or body authorised. 3. Demonstrate quality awareness of the organisation and implications of RPL on graduates, in particular, and the broader community in general. 4. Every institution or agency that organises RPL must conduct continuous evaluations to ensure the achievement of graduate quality by the standards set. 5. Organizers of courses and training with a multi-disciplinary nature need to consider the possibility of organising RPL programs (D. P. Kementerian 2024).

II.3 Peningkatan Kompetensi Aparatur Desa

Competence has the same meaning as proficiency, skill, and ability. Competence is a person's fundamental characteristic that allows them to perform best to implement their work. Human resources must be competent, which means that these human resources have good skills and are capable or skilled. Competence is a characteristic that becomes a means for a person to achieve high-performance results in their work. If not owned by employees, factors such as sufficient knowledge will make their performance last longer and result in more time and energy used (Atiningsih 2019).

The quality of an employee can be improved by providing maximum performance utilising their competencies. Employees who are not competent increase the risk of working longer and hinder achieving organisational goals. According to Hutapea (2008) in Ningrum (2018), the components that each individual must own for the formation of a competency include:

1. Knowledge: information possessed by an employee in carrying out his duties and responsibilities in a particular field
2. Skills: an effort to carry out the duties and responsibilities of an employee received from the leadership correctly and as much as possible.
3. Attitude: a form of behaviour of a person or employee that is shown when carrying out his duties and responsibilities according to the rules set in the company

The abilities possessed by human resources can have a significant influence on the level of performance success. One of them is in the field of government, where the ability or expertise of human resources who work can influence the ability of government officials to carry out their duties and functions. The village apparatus, which is part of the village government, has a vital role in providing development for the village's progress. Based on its composition, the village apparatus comprises the village secretary and other village officials directly supervised by the village head.

As stated in Law No. 6/2016, the village apparatus's competence is indispensable to maintaining the village government's administration and governance (planning, policy-making, and management of village funds), which can be carried out optimally according to the rules given. Therefore, a village apparatus at least has the intelligence, knowledge, and skills to carry out the tasks or work that must be carried out. This is a manifestation of the responsibility of a village apparatus to maintain the mandate and carry out village government activities by the rules and duties set.

III. RESEARCH METHODS

III.1 Research Location and Data Source

This research will be conducted at Surabaya State University (UNESA), Bojonegoro Regency, considering that Bojonegoro Regency sends RPL participants. UNESA is an institution that is a partner of the Bojonegoro Regency Government in implementing the Village Prior Learning Recognition lecture. The primary data in this research is sourced from the results of interviews, literature studies, and a memorandum of understanding between the State University of Surabaya (UNESA) and the Bojonegoro Regency Government.

III.2 Research Approach

In this study, researchers used a knowledge management approach to program planning to evaluate the output, outcome and impact of the RPL program for village officials in Bojonegoro Regency, focusing on the six main stages of development planning (Sherlock and Djani 2015), with this method, where the six stages of the development series are a series of systematic analysis methods for design preparation in the context of organisational learning (Horne, Torres and Mackenzie 2016) , which can be described as follows.

Figure 3. Series of Systematic Analysis Methods for Development Design Preparation
(**Source:** Data Processed by Researchers Adopting the 2021 Bappenas Study)

1) Problem Identification Stage

All events that are suspected to be problems will be recorded at this stage, followed by the identification and detailed description of each of the recorded problems. A problem itself is an event that is considered necessary to be corrected (Lawrence, et al. 2020). First, what needs to be done in identifying problems is to determine the overview of a problem. This overview is a description of a condition indicated to have a problem that must be solved. In this step, the background of the problem is also explained clearly and concisely. Secondly, the overview will be extracted into a problem. If events need to be corrected, then there is a problem. This formulation also needs to identify the root of the problem so that it can be hoped to get a solution that permanently solves the community's problems. The problem formulation that has been collected will be validated by collecting accurate data. This data can be obtained from primary data or the latest secondary data so that it can describe the natural conditions of a problem. This data will also be compiled into an initial picture for stakeholders to determine a suitable development design (program) in formulating problem solutions. Third, the problem formulation that has been collected will be validated by collecting accurate data. This data can be obtained from primary data or the latest secondary data so that it can describe the natural conditions of a problem. This data will also be compiled into an initial picture for stakeholders to determine a suitable development design (program) in formulating problem solutions.

2) Problem Diagnosis Stage

Problem diagnoses are all approximations of the identified problem and are the marker criteria for events considered problems (Emont and Pellini 2017). An approximation is one or more conjectures to define a problem. Conjectures are made using a theoretical approach and an empirical approach at the same time so that planners can (1) conceptually define the problem supported by some data as evidence and (2) identify correlations and causal relationships in several marker criteria in a problem. First, what is done in the problem diagnosis stage is to determine the reference theory or concept used so that it can be a description of the ideal conditions of the problems that occur. This theory or concept will be a reference for the development design needed by the planner. This stage also identifies several possibilities that cause the problem to occur. Second, empirical evidence is also described to support the problem diagnosis statement. The planner identifies the problem and complements it with several possibilities that cause the problem. The possibilities that cause these problems need to be supported by facts and data. Therefore, a matrix is built that summarises problem identification, problem diagnosis, data, and data sources required to clearly describe the condition of a problem.

3) Design Stage

A development design is a structured selection of solutions to address a diagnosed problem to resolve the causes of the problem. Several designs can be proposed, both existing and new development designs, and even all new development designs can be proposed (Hertz et al. 2020).

4) Design Implementation Stage

Design Implementation describes the development design according to development actors, roles in the development, and incentives to be received in the design. Development actors include actors who carry out the development, actors who organise the development or carry out development operations, and actors who receive the benefits of the development design (Horne, Torres and Mackenzie 2016).

5) Design Testing Stage

Design Testing is an effort to calibrate every detail of development implementation, which includes (1) calibration of actors,

(2) testing indicators, (3) determining the sequence and duration of implementation (timeline),
(4) Receiving calibration result data, and (5) actions that need to be taken by planners.

6) Solution Formulation Stage

Solution formulation is an effort to determine conclusions based on the most significant benefit received by development actors, especially direct beneficiaries.

IV. RESULT AND DISCUSSION
IV.1 Result

It focuses on six main stages of development planning (Sherlock and Djani 2015). With this method, where the six stages of the development series are a series of systematic analysis methods for the preparation of designs for the organisational learning Field (Horne, Torres and Mackenzie 2016), which can be described as follows:

1) Problem Identification Stage

In the problem identification stage, three steps must be taken: describing the general description, formulating problems, and collecting problem focus accompanied by valid data. The following describes these steps:

Overview :

Villages are at the forefront of determining policy direction for national development. The village government has broad authority in managing government affairs and development, which is encouraged by implementing Law No. 6/2014 on villages. For this reason, village officials must have the knowledge and skills to support the duties and responsibilities of their work. Based on data from the Ministry of Village, the development of disadvantaged regions and the migration related to the quality of human resources in the village apparatus can be seen from the level of education. In 2021, there were 45,387 village heads, 43,876 village secretaries, 31,147 administrators of Village-Owned Enterprises, and 7,889 professional assistants who were high school graduates. This data shows that there needs to be more competent human resources and educational conditions for village officials in Indonesia. A way to reduce this gap is by strengthening education for village officials to meet the needs of village services that are increasingly modern from time to time. One way to enhance education is through the Recognition of Prior Learning (RPL) program for village officials. The RPL program is implemented in collaboration with the Ministry of Villages, Disadvantaged Regions, Transmigration, and universities. One such partnership is between Bojonegoro District, Surabaya State University, and Yogyakarta State University. According to the Community Empowerment and Village Government Office of Bojonegoro Regency, in 2022, 61% of village heads in Bojonegoro have a high school education background. In this case, Bojonegoro Regency seeks to develop the capacity of its village apparatus through the RPL program because the education level of village officials in Bojonegoro could be improved.

Review of the problem:

Based on the description of the general description above, the researcher can formulate the problem, such as :

- How can the capacity of village officials in Bojonegoro Regency be increased?
- How can we establish cooperation between the Ministry of Villages, Development of Disadvantaged Regions and Transmigration, the Bojonegoro district government, and Surabaya State University in increasing the capacity of village officials?

Problem Focus:

The formulation of the problem needs to be accompanied by valid evidence and data by existing conditions as follows :

- Of the total number of village officials in Indonesia, only 15% pursued further education in college in 2021
- The Gross Participation Rate (APK) of higher education in East Java Province is only 29.96% in 2021
- Only 21% of village officials in Bojonegoro Regency are pursuing higher education

2) Problem Diagnosis Stage

In the problem diagnosis stage, the following steps are :

Problem Diagnosis Simulation: Problem diagnosis can be presented as follows :

a. In the problem identification "How to increase the capacity of village officials in Bojonegoro Regency", the diagnosis is as follows:

- Provision of education programs
- Provision of training programs and competency certification

b. On the problem identification "How to establish cooperation between Ministry of Villages, Development of Disadvantaged Regions and Transmigration, Bojonegoro district government, and Surabaya State University in improving the capacity of village apparatus", the diagnosis is as follows:

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- Cooperation agreement between Bojonegoro district government and Surabaya State University

Empirical Evidence:

Table 1. Problem Diagnosis Stage Matrix

No	Problem Identification	Problem Diagnosis	Data	Data Source
1	How to increase the capacity of village officials in Bojonegoro Regency?	Provision of education programs. Provision of training programs and competency certification	Data on the latest education of village apparatus, evaluation of village apparatus competency	Ministry of Villages, Development of Disadvantaged Regions and Transmigration
2	How to establish cooperation between Ministry of Villages, Development of Disadvantaged Regions and Transmigration, Bojonegoro district government, and Surabaya State University in improving the capacity of village apparatus?	Cooperation agreement between Bojonegoro district government and Surabaya State University	Memorandum of Understanding between Ministry of Villages, Development of Disadvantaged Regions and Transmigration, Bojonegoro district government, and Surabaya	Memorandum of Understanding between Ministry of Villages, Development of Disadvantaged Regions and Transmigration, Bojonegoro district government,
No	Problem Identification	blem Diagnosis	Data	Data Source
			State University	and Surabaya State University

(**Source:** Data processed by researchers 2024)

3) Design Stage

In the design stage, researchers need to compile a matrix to facilitate the design of the program so that it can identify pre-existing problems.

Table 2. Design Stage Matrix

No	Main Problem	Program Overview
1	The capacity of the village apparatus of the Bojonegoro Regency Government is still relatively low, so the right program is needed to improve aspects of education and competence which will have an Impact on the quality of performance produced.	Village Prior Learning Recognition Program
2	The education provision program requires a cooperation agreement that serves as a guideline and legal basis between Ministry of Villages, Development of Disadvantaged Regions and Transmigration, Bojonegoro Regency Government and Surabaya State University.	Cooperation Agreement Program

4) Design Implementation Stage

(Source: Data processed by researchers 2024)

In the design implementation stage, the following matrix is presented that contains the development actors, their roles, along with the incentives received :

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Table 3. Design Implementation Stage Matrix

No	Aspect	Development Actors	Roles	Incentives
1	How to increase the capacity of village officials in Bojonegoro Regency	Surabaya State University Bojonegoro Regency Village Aparatus Lecturer teaching RPL Program	Organizing higher education Providing scholarships for higher education for apparatus Beneficiaries Higher education executor	Get a good performance record Get qualified village officials Gain knowledge Get good performance records
2	How to establish cooperation between Ministry of Villages, Development of Disadvantaged Regions and Transmigration, Bojonegoro district government, and Surabaya State University in	Ministry of Villages, Development of Disadvantaged Regions and Transmigration Bojonegoro Regency Surabaya State University	Cooperation Organizer Cooperation Organizer Cooperation partner	Obtain good performance record Getting a good performance record Getting good performance records
	improving the capacity of village apparatus			

(**Source:** Data processed by researchers 2024)

5) Testing Stage

After the design implementation stage, the design that has been made should be tested. This matrix below contains the description of the testing stage:

Table 4. Testing Stage Matrix

No.	Overview	Input			Final Output
		Input 1	Input 2	Input 3	
1	Ministry of Villages, Development of Disadvantaged Regions and Transmigration	Prepare the legal basis for the village RPL Program	Collaborating with Surabaya University and Bojonegoro Government	Provider of educational assistance funds	Cooperation has been established between local government agencies and universities in the field of increasing the competency of village officials in order to support the KKNI
2	Surabaya State University	Collaborating with Ministry of Villages, Development of Disadvantaged Regions and Transmigration and Bojonegoro Regency Government	Carrying out assessments and validation of portfolios documents	Determine the number of credits and courses	Cooperation has been established between Ministry of Villages, Development of Disadvantaged Regions and Transmigration and local government agencies in the field of increasing the

				competency of village officials in order to support the KKNI
3	Bojonegoro Regency Government	Collaborating with Ministry of Villages, Development of Disadvantaged Regions and Transmigration and Surabaya State University	Collecting data on RPL scholarship recipients	Forming of the Village RPL team	Supervising implementation of RPL Program
4	Village officials participating in the RPL program	Preparing the registration files and documents	Following the Village RPL registration procedure	Implementing the RPL Program	Gaining increased competence and skills
5	Lecturer teaching RPL courses	Village RPL teaching staff	Providing discussion forum facilities with Village RPL students	Provides interactive learning materials	Provides interactive learning materials

(**Source:** Data processed by researchers 2024)

5) Solution Formulation Stage

Based on the description of the previous stages, the following solution formulation is obtained :

1) The Village RPL Program is the right effort to increase the capacity of Bojonegoro Regency village officials
2) The cooperation agreement between the Ministry of Villages, Development of Disadvantaged Regions and Transmigration, Bojonegoro Regency, and Surabaya State University is implemented to support the KKNI.

IV.2 DISCUSSION

1) Cooperation between the Ministry of Villages, Development of Disadvantaged Regions and Transmigration, Bojonegoro District Government, and Surabaya State University in Implementing the Recognition of Prior Learning Program

We will look at the context of each party implementing the governmental network's needs, problems, and competencies. So the network of cooperation manifested in the RPL program that has been carried out between the Ministry of Villages, UNESA and UNY is theoretically in line with what (Patterson 2008) states: "intergovernmental cooperation, which is defined as an arrangement between two or more governments to achieve common goals, provide services or solve common problems". In other words, the village RPL program carried out by the Ministry of Village Development of Disadvantaged Regions and Transmigration with Surabaya State University (UNESA) and Yogyakarta State University (UNY) is part of a joint effort to solve the problem of village human resource gaps in Bojonegoro district.

The initial step of cooperation began with signing a Memorandum of Understanding (MoU) between Surabaya State University and the Bojonegoro district government on March 11, 2022. Furthermore, to make it technically on March 14, 2022, a Memorandum of Understanding was signed between the Human Resources Development Agency (BPSDM) of the Ministry of Village Development of Disadvantaged Regions and Transmigration and the Bojonegoro Regency Government, Yogyakarta State University and Surabaya State University on Improving the Quality of Human Resources through the development of the Village Prior Learning Recognition Program in Bojonegoro Regency. The Memorandum of Understanding describes the roles and duties of the institutions involved in networking by their respective fields of responsibilities and functions. This is in line with the principle of cooperation, which emphasises that cooperation should involve parties with links and competencies to support collaboration.

In implementing cooperation to improve village human resources through the RPL program, the role of the Ministry of Villages, Development of Disadvantaged Regions and Transmigration through the Human Resources Development Agency as one of the

actors in the collaboration is very urgent. The Head of the Human Resources Development Agency facilitates the partnership by providing a public policy for technical policies related to the RPL Village program and being responsible for monitoring and implementing the RPL Village. This aligns with its duties in human resource development and community empowerment in village and rural development, disadvantaged areas, and transmigration (D. P. Kementerian 2024). This task is translated into functions, among others: a). preparation of technical policies, programs, and budgets for human resource development and community empowerment in village and rural development, disadvantaged areas, and transmigration; b). Implementing human resource development and community empowerment in the village, rural development, underprivileged areas, and transmigration; c). monitoring, evaluating, and reporting the implementation of human resource development and community empowerment in village and rural development, disadvantaged areas, and transmigration; d). implementing the administration of the Human Resources Development and Community Empowerment Agency for Villages, Disadvantaged Areas, and Transmigration; and e). implementation of other functions from the ministry

The role of each actor in the collaboration of the RPL Village Program between UNESA and the Bojonegoro district government can be seen from the following implementation stages :
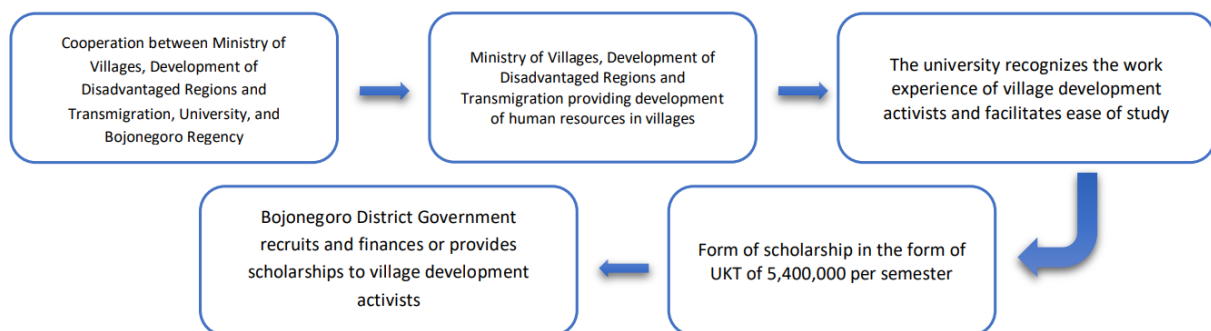

Figure 4 RPL Program Design in Bojonegoro Village Regency
(**Source:** Data processed by researchers 2024)

The Bojonegoro district government prepares and fulfils the Village RPL Program membership data as required by KKNI, administrative requirements such as payment of Single Tuition Fees (UKT) to Partner Universities and other information related to the implementation of Village RPL.

The third party in this case is the State University of Surabaya and Yogyakarta State University by their fields of duties to carry out several responsibilities, including: a). conducting selection and assessment of Recognition, conducting lectures according to a curriculum based on community needs and village strategic issues, c). submitting reports on the progress of RPL student learning outcomes periodically to the Bojonegoro Regency Government and d). issuing diplomas for students participating in the RPL Village who have completed their studies according to academic provisions. The role and responsibility of the Higher Education Institution (UNESA) in the collaboration of organising RPL Desa can be seen from the following activity stages:
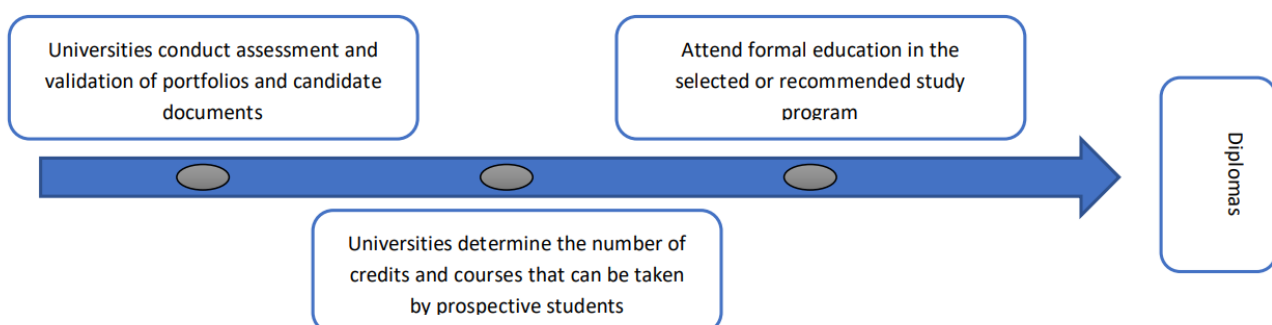

Figure 5 RPL Program Implementation in Surabaya State University
(**Source:** Data processed by researchers 2024)

Implementing village RPL activities institutionally always receives attention from the Bojonegoro district government. This is to ensure that the lecture activities of village officials run by the stages that the university has prepared.

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2) Recognition Prior Learning Program Implementation in Surabaya State University

Village Prior Learning Recognition is implemented by the Ministry of Villages, Development of Disadvantaged Regions, and Transmigration in collaboration with Higher Education Institutions and scholarship fund recipients. This regulation embodies Presidential Regulation Number 8 of 2012, the Indonesian National Qualifications Framework (KKNI). RPL, as in Permendikbud Number 41 of 2021, is the recognition of a person's learning outcomes obtained from formal, non-formal, and informal education and work experience as a basis for continuing formal education and for equalising with specific qualifications whose learning outcomes are abilities obtained through internalisation of knowledge, attitudes, skills, competencies, and accumulated work experience (P. K. Kementerian 2021). In summary, the composition and interrelationship of KKNI in the context of RPL can be seen from the following chart :

Figure 6 RPL Linkage Chart with KKNI
(Source: KKNI Kemendikburistekdikti, 2022)

The chart shows the benefits of developing the KKNI for sectors of society and the nation. This figure shows that KKNI is expected to be a bridge to equality in various aspects. On the one hand, it connects education and training to equalise the learning outcomes produced by these two aspects. Then, it equates these learning outcomes with the competencies needed in the workplace. The figure also explains the various sectors that need KKNI as a reference for developing a staffing system, remuneration, career or improving the quality of human resources in general. In this case, the RPL program as a form of support for KKNI is carried out in the Higher Education Forum for Villages forum. One of the RPL collaborations carried out by the Ministry of Villages, Disadvantaged Regions and Transmigration is with Surabaya State University (UNESA).

Various conditions and strategic issues of Village Human Resources in Bojonegoro Regency are the background for implementing Village RPL in Bojonegoro Regency. The Bojonegoro Regency Government, Regent Ana Muawanah, during the inaugural lecture and launching of the inaugural Village RPL Program, which took place at Surabaya State University (UNESA) on March 30, 2022 (Kelana Kota 2022), explained that villages have needs that are sustainable and develop according to their nature and characteristics. After the Bojonegoro Regency Government considers infrastructure needs, the following need is to improve human resources. The One Village, Two Scholar and Scientist program for the general public has been implemented within the Bojonegoro Regency Government. Scholarships have been awarded by the Bojonegoro Regency Government in 2021 with a target number of 288 students and a total budget of 39,700,000,000 rupiahs.

Luthfiyah Nurlaela, Head of the Human Resources Development and Community Empowerment Agency for Villages, Disadvantaged Regions and Transmigration, as well as a professor at Surabaya State University (UNESA) in an article in the Jawa Pos daily explained that the Village RPL is one of the programs that aims to improve village human resources which is the key to village development (Nurlaela 2022). The design of the Village RPL Program such as:

1) Cooperation is carried out between the Ministry of Village Development of Disadvantaged Regions and Transmigration, the University, and the Bojonegoro Regency Government.

2) The Ministry of Village Development of Disadvantaged Regions and Transmigration encourages the improvement of

human resources in the village.

3) Universities legalise the work experience of village development activists and all forms of convenience in lectures.
4) The Bojonegoro Regency Government recruits and finances or provides scholarships to village development activists.
5) Form of scholarship in the form of UKT of 5,400,000 per semester

Furthermore, the Bojonegoro district government formed a village RPL team. The critical task of the district RPL team is to facilitate village officials by carrying out the following functions:

1) Consultation with the RPL Team at the University: The applicant consults with the RPL Team about the procedures that must be taken.
2) The RPL Team assists applicants in reviewing study program options, enabling them to find a program that matches their previous college learning outcomes.
3) The RPL Team directs applicants who need further substantial study to the academic advisors in the faculties/departments.

Segmentally, the RPL learning mechanism in the credit transfer scheme can be referred to from the Minister of Research, Technology and Higher Education Regulation Number 26 of 2016 concerning Recognition of Prior Learning and strengthened in the Ministry of Villages, Development of Disadvantaged Regions and Transmigration number 122 of 2021 concerning Prior Learning Guidelines. In summary, the role of universities in the RPL concept is as in the following chart:
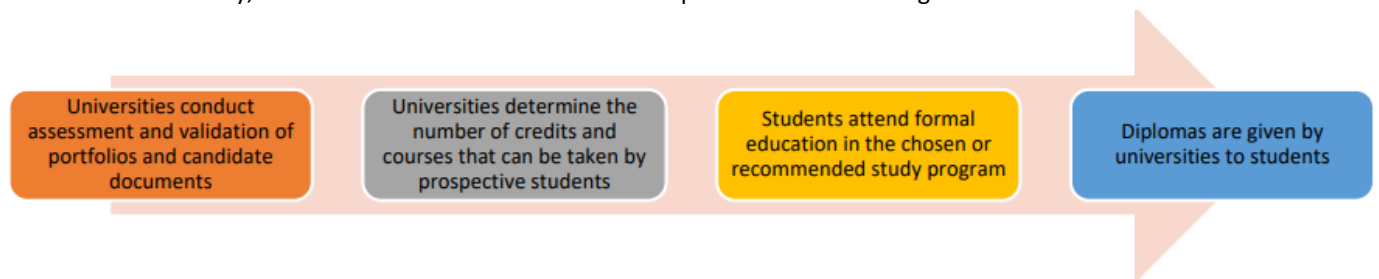

Figure 7. Stages of the Role of Higher Education in the RPL-Village Program
(**Source:** Adaptation of Minister of Research, Technology and Higher Education Regulation Number 122 of 2021)

The initial stage of the role of universities, by the Memory of Understanding (MoU) between the Ministry of Village Development of Disadvantaged Regions and Transmigration and Surabaya State University, is to conduct an initial assessment of prospective students participating in the Village RPL (Bojonegoro 2022 District Government) Assessment conducted by Surabaya State University (UNESA) as a Partner University to assess the portfolio documents of prospective RPL students to assess the content equivalence and level of learning outcomes of the intended college study program. Assessment of content equivalence is based on the knowledge and skills acquired covered in a course, and level assessment is based on the breadth and currency of knowledge, understanding of critical thinking, problem-solving, relevance to practice, ability to work independently, concern for social and ethical issues, and innovation.

Universities supported by the Ministry of Villages, Development of Disadvantaged Regions, and Transmigration at the assessment stage conduct:

1) The recognition assessment process is according to the procedures and criteria set for each study program, course or group of courses.
2) Determine the composition of the Village RPL conversion.
3) Develop guidelines for selecting RPL Village participants, registration forms, and assessment tools.

In the next stage, the university determines the number of credits and courses that prospective students can convert or undertake.

The assessment carried out in the activity must undoubtedly be in line with the competency and quality standards set by the university. In this activity, the process of assessing the documents of prospective RPL Village participants must be guaranteed confidentiality, validity, and trustworthiness and can be compared with the assessment of passing a course or a module (Simatupang. D. 2017). Furthermore, it can be concluded that technically, the RPL assessment process includes (1) Preparing, understanding, and complying with standardised assessment guidelines; (2) Identifying and filtering some relevant evidence; (3) Assessing relevant evidence with various appropriate assessment methods; (4) Compiling and calculating assessment results from all aspects; (5) Converting assessment results in the form of the number of credits recognised; (6) Preparing minutes as the basis for issuing a decision letter by the authorised party; (7) Issuing a decision letter; and (8) Announcing the results and decision letter

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transparently.

At this stage, Surabaya State University presents an electronic-based application system through the Surabaya State University Prior Learning Recognition Information System (SIMRPL). SIM RPL is a system designed explicitly as a means or facility to support the management of Prospective Students of the Surabaya State University Prior Learning Recognition Program (RPL). SIM RPL presents data on RPL students, Curriculum, Recognition courses and Recognition results that can be displayed for each study program.

The requirement for filling in data on SIM RPL is that prospective students have registered and completed all the required files at PMB. Unless.ac.id. Prospective students can log in to rpl.unesa.ac.id using the email address and password used when logging in to SPMB Unesa after completing all filling data. The RPL Information System allows prospective RPL students to upload relevant evidence submitted in RPL registration at Surabaya State University. In addition, students can complete the self-evaluation table of recognition submissions from several courses that will be ended (recognition), with a choice of document types of evidence submitted from documents uploaded on the "Relevant Evidence submitted" form through the prospective student data verification process. Users can download the user manual on the SIM RPL page to make it easier to use the application. Furthermore, it is done.

The stage of implementation of the role of higher education becomes very important, so to ensure that RPL Village lectures run according to quality standards, several lecture provisions are conveyed in the implementation of lectures, namely:

1) Village RPL participants are required to attend lectures according to the provisions
2) RPL Desa participants are required to report on the progress of their studies periodically by the provisions
3) Village RPL participants must compile a final project in the form of a thesis or dissertation related to village development and village community empowerment.
4) Village RPL participants must complete their studies on time.
 5) Village RPL participants are entitled to assistance during the study period and completion of the final project. Implementing Village RPL courses in the UNESA Public Administration department can describe the design and mechanism of Village RPL courses at UNESA. Technically, based on the conditions of the COVID-19 pandemic and the Circular Letter of the Rector of Unesa, the Village RPL lectures are conducted synchronously online (in the

Network). The RPL Village courses at UNESA begin with distributing information about the lecture schedule, class division, study program introduction, course introduction and Semester learning plan (RPS). Students are exposed to online courses for 16 meetings and are given project-based assignments (Project-Based Learning). Furthermore, the Mid-Semester Examination (UTS) was held at meeting 8, and the Final Semester Examination (UAS) was held at meeting 16.

Various obstacles and important input were found during the implementation of the courses then to make improvements to the subsequent implementation of Village RPL courses. The first obstacle is the synchronisation of class schedules because Village RPL students are village heads and village officials who must provide services to the village community. The second obstacle is related to the digital literacy of Village RPL participants. Online courses are a new experience for some Village RPL students, so they have to adapt to these online courses. The next obstacle is related to the network, wherein in several courses, it was found that some RPL students had difficulty connecting to the internet due to weather or other factors.

3) The Relevance of Recognition of Prior Learning (RPL) in Increasing the Capacity of Village Apparatus

The Recognition of Prior Learning (RPL) program is a justification process for achieving a person's learning through formal, non-formal, and informal education or training in their work. This RPL program is carried out to provide support for steps to strengthen the capacity of human resources through the cultivation of understanding and the academic experience of all RPL participants. The determination of this achievement is expected to increase capacity to go to a level that is in accordance with the classification and KKNI. The RPL program at Surabaya State University includes all village officials in the Bojonegoro Regency Government and the Ministry of Villages, Development of Disadvantaged Regions, and Transmigration.

One of the study programs at Surabaya State University that village officials consider relevant is the Bachelor of State Administration Study Program. This is because the Bachelor of State Administration Study Program has a background that studies governance and public policy implementation, which is related to the performance of village officials tasked with serving in local villages and providing services to the community. During the courses, the lecturers provided material that was in line with the focus and objectives of the Village RPL. One of the topics provided is material on development planning. This development planning material can offer a multidimensional increase in understanding of the development planning process in the government area, villages, sub-districts and districts.

This RPL program is considered very useful for improving the quality and capacity of employees in carrying out their work as

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village officials. This RPL program is carried out by presenting a different experience for RPL students, where RPL students generally only get training programs that are to the point on their job or needed. However, more complex learning situations and learning experiences can still be obtained by RPL students through this RPL program. RPL students can discover and analyse phenomena in the village using various approaches, theories, and concepts. Of course, this provides new insights for RPL students, who are generally village officials.

Therefore, the RPL program is considered very relevant to improve the competence of the village apparatus. Every village apparatus participating in the RPL program activities can undoubtedly obtain a new understanding that was not previously owned. This new knowledge becomes the foundation for the village apparatus to carry out their duties and responsibilities in the government area, villages, sub-districts, and districts. The latest knowledge is then considered as a manifestation of an increase in the competence of the village apparatus; where previously they only had limited knowledge, now it has become more extensive so that the responsibility level of the job can also be given increasingly based on the worker's competence.

V. ACKNOWLEDGE

VI. CONCLUSION

The Recognition of Prior Learning (RPL) program acknowledges a person's educational accomplishments gained through formal, non-formal, and informal learning or training related to their job. Its purpose is to provide RPL participants with an academic understanding and experience that can enhance human resource capacity building. Recognizing these achievements is anticipated to boost capacity to a level that aligns with the classification and standardization in accordance with KKNI. At Surabaya State University, the RPL program includes all village officials in the Bojonegoro Regency Government as well as the Ministry of Villages, Development of Disadvantaged Regions and Transmigration.

Some of the essential things that can be explained from the implementation of RPL Desa in Bojonegoro are as follows:

1). Collaboration and support from educational institutions is a strategic solution in improving village human resources, 2).Recognition of Prior Learning (RPL) is relevant to Higher Education's functions and competencies in preparing personnel with knowledge and skills in the field of village government administration and village community empowerment, 3). The implementation of the Village RPL in a Collaborative perspective between Surabaya State University (UNESA), Yogyakarta State University and the Bojonegoro district government has been carried out by the principles and stages of Cooperation and 4) There are several technical obstacles in the implementation of the program, for example, related to access to the internet network, digital literacy of RPL students and other barriers. Related to some of these findings, the recommendations that can be proposed from this study are: 1). Expanding cooperation in improving the educational competence of village officials through the Village RPL scheme, 2). Analysing technical barriers by improving facilities supporting the RPL Village course process; 3). Strengthen the design of RPL Village Cooperation with the perspective of the needs of the village community.

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