Building the Capacity of Village Apparatus in an Intergovernmental Network Approach

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Abstract. The consequences implementation of Law No. 6 of 2015 concerning Villages, is the strengthening of the authority of the village government in managing activities and development in the village. The wider authority in managing village government requires a good level of competence for village officials to be able to carry out planning, management, service, and other aspects in the village. For this reason, the implementation, village officials must have a level of formal education and skills related to government duties in the village. Meanwhile, according to data the Ministry of Villages, Development of Disadvantaged Regions, and Transmigration, that profile the educational and competence of Village apparatus until 2021, there are still 45,387 village heads, 43,876 village secretaries, 31,147 manajer of BUMDesa, and 7,889 professional assistants who are Senior High School (SMA). Referring to these conditions, the Ministry of Villages, Development of Disadvantaged Regions, and Transmigration together with the Organizing Colleges and scholarship funders designed program "Rekognisi Pembelajaran Lampau Desa" (RPL Desa) or Recognition of Past Learning in the Village. The concept of Recognition that equates academic skills with practical skills, self-taught, including work experience in the Village RPL program is in line with the Minister of Education and Culture Regulation Number 41/2021 concerning Recognition of Past Learning (RPL) and Presidential Regulation Number 8/2012 recognizes it as the Indonesian National Qualifications Framework. Furthermore, in the implementation of the RPL-Village program, its managed in the governance of Inter-Regional Cooperation (Intergovernmental Network). Inter-Regional Cooperation (Intergovernmental Network) is an alternative concept to build a pattern of equal relations between levels of government and other parties based on volunteerism and at the same time building a common understanding concept of the interrelationships, dependencies, and interconnections between layers of government. The topic of the problem in this study: how the implementation of cooperation in the RPL-Village program was initiated by the Ministry of Village-PPDT with Universitas Negeri Yogyakarta and Universitas Negeri Surabaya in line with the Intergovernmental Network approach. So that the objectives to be achieved from this study are to obtain an overview and provide constructive recommendations for the design of the Village RPL's implementation viewed the Intergovernmental Network perspective. The urgency of research for the Ministry of Villages, Development of Disadvantaged Regions, and Transmigration

(Kemendes PDTT) are to improve village human resources as part of the priority of realizing independent and prosperous villages. This is in line with the functions and competencies of higher education institutions in preparing skilled personnel in the field of village administration and empowerment.

Keywords: Recognition · Cooperation · Government

1 Introduction

The village as an organization that represents all entities in the village area has a long history and is the most authentic part of the life of the Indonesian people. The Village Government, as the government organizing institution closest to the community, has a very large number. Data from the Ministry of Home Affairs in 2020 the number of villages in Indonesia reached 74,961 villages or the largest of other government organizers such as provinces, regencies and cities in Indonesia. Village Government in the context of development strategy according to [1] has an important and strategic role in supporting the implementation of national development integrally.

Strengthening the institutions, functions and authorities of the Village community is increasingly visible in line with the implementation of Law No. 6 of 2014 concerning Villages. The government in the village has the flexibility to manage the activities and development of the village independently. The wider authority in the management of village government requires the competence of the village apparatus to be indispensable so that the management of village funds can develop in various aspects. Village officials in view (Rodiyah, Sukmana, and Choiriyah 2021) must have an understanding, namely understanding the main tasks and functions well, then skills in carrying out their main tasks and functions and the ability to carry out their main duties and functions.

Building the composition and competence of human resources of village apparatus is not an easy step amid the fact of uneven competence of thousands of village apparatus in Indonesia. Halim Iskandar, Minister of Villages, said that the composition of village government when viewed from the educational profile and competence of village officials until 2021, there are still 45,387 village heads, 43,876 village secretaries, 31,147 village-owned enterprise administrators, and 7,889 professional assistants are high school graduates (Kemendesa-PDTT 2022). Observing the data, it is necessary to think about reducing the gap between the demands of the competence of village apparatus/apparatus and the needs of increasingly modern village government services through strengthening education.

Therefore, the choice of increasing the capacity of the apparatus through (RPL) Rekognisi Pembelajaran Lampau or the Past Learning Recognition program for village officials becomes relevant to answer these conditions and problems. Furthermore, according to Luthfiyah Nurlaela, Head of the Human Resources Development Agency and PMDDTT of the Ministry of Villages-PDTT in an Opinion column in the Jawa Pos daily on February 17, 2022, revealed that: Village RPL is an implementation of the collaboration between the Ministry of Villages-PDTT and the Higher Education Forum for Villages (Pertindes). This program facilitates Village Heads, village officials,

Village Representative Bodies, Village Professional Assistants (TPP), Village Community Empowerment Cadres (KPMD), Village-Owned Enterprises Administrators, Village Community Institutions/Village Customary Institutions to achieve further education at the S1/D4/undergraduate and S2/postgraduate levels through the RPL Scheme. Nurlaela 2022) [2].

The serious effort of the Ministry of Villages PDTT to build the capacity of the government and village apparatus requires support and collaboration with other parties who could provide education. The Collaborative Governance approach in increasing human resource capacity through education for local government according to (Masriadi 2014) is an effective step. So that efforts to increase the capacity of Village Human Resources through RPL which is a collaboration between the Ministry of Village PDTT and the Ministry of Education, Culture and Technology (in this case the University) is a constructive idea. This is in line with the understanding of RPL according to (Kemendikbudristek 2022) is a process of recognition of a person's previously achieved learning achievements either through formal, non-formal, informal education or training related to his work or carried out self-taught through his life experience. Recognition of this learning outcome is intended to place a person at the qualification level in accordance with the level in "Kerangka Kualifikasi Nasional Indonesia" (KKNI) or [3, 4] Indonesian National Qualifications Framework.

Based on the relationship between the problem (need) of weak human resources capacity of village apparatus and the flexibility of universities in the choice of recognitive learning methods (RPL), the Ministry of Villages-PDTT, Ministry of Education and Culture, Research and Technology and Universitas Negeri Surabaya (UNESA) and Universitas Negeri Yogyakarta (UNY) actually realized cooperation in the Memorandum of Understanding (MoU) RPL program for Village Heads, Village Apparatus in Bojonegoro Regency, East Java. The Mou was carried out by the Head of the Human Resources Development and Empowerment Agency for the Village Community, Development Daerah Tertinggal Kementerian Desa-PDTT, Badan Pdevelopment of HUMAN RESOURCES and Community Empowerment and Transmigration (BPSDM) Bojonegoro Regency, UNESA and UNY at the UNESA Lidah Wetan Campus on May 27, 2022. Furthermore, the great hope of this collaboration step according to the Minister of Villages and PDTT [5] becomes the spirit and commitment of bersama to develop more advanced villages.

The urgency of the Village RPL research is an effort to strengthen the competence of village officials in supporting village government tasks through the Collaborative Governance and Intergovernmental network approach. This research is also expected to be an important input for the Ministry of Villages, Development of Disadvantaged Regions, and Transmigration (Kemendes PDTT) for the Improvement of Human Resources (HR) of village apparatus as part of the priority of realizing independent and prosperous villages.

The two research questions in this study are to what extent is the RPL Program initiated jointly between the Ministry of Villages-PPDT with Universitas Negeri Yogyakarta and Universitas Negeri Surabaya run in a Collaborative Governance approach? How can aspects of Collaborative Governance and Intergovernmental network improve the competence of village officials? These problems are in line with the function and competence

of universities in preparing knowledgeable and skilled personnel in the field of village government administration and village community empowerment. So that the goal to be achieved from this study is to get an overview and provide constructive recommendations on the design of the implementation of the Village RPL in increasing the capacity of the village apparatus in the perspective of the Intergovernmental network.

2 Literature Review

2.1 Collaborative Government and Intergovernmental Network

The development of the paradigm of governance concept in the state/public administration approach builds a re-definition of the use of government into Governance. Governance according to [6] as a general term, "governance" refers to the act of regulating, both in the public and/or private sectors. So in as a public institution directly or indirectly leads to the involvement of non-governmental (private) stakeholders. Argumentation [7] describes that the involvement of parties outside the government is that the policies made by the government in formal decisions have an impact on many parties. The implementation of this understanding leads to the need for a common awareness of the importance of cooperation, partnership, collaboration, or other commensurate concepts in supporting the task of administering government, especially providing good public services.

The collaborative cooperation method between the government and other parties has become a popular choice in Indonesia as an effort to implement the concept of Good Governance. The development of the Good Governance paradigm defines the importance of parties outside the government to be involved in a form of government administration activities with a proportional degree. Specific studies of the Intergovermental Network in the form of collaboration between the government and universities in several countries are common and develop well. Intergovernmental cooperation can be defined as an arrangement between or between two or more local governments to achieve common goals, provide services or solve common problems (Cuomo and Perales 2011). Meanwhile, in the context of implementing regional development activities according to (Isbandono 2016), intergovernmental networks carried out at the regional level have the potential to encourage capacity building of local governments in supporting the function of public services for each regional government those networks.

Cooperation between universities and governments is a model of cooperation that has been built by developed countries. For example, Finland, since 1970 has used the results of research as a guideline for policy making. One of the results is that Finland has reformed education into a curriculum form (Sahlberg, 2011). Even Malaysia has been working with the government on the university's policymaking on performance. As a result, Malaysia is able to build a regional area (Afzal et al., 2017). The collaboration of researchers (one of the universities) and the government has been mandated by Law Number 12 of 2011 concerning the Establishment of Laws and Regulations which states that it must involve researchers. There is an opportunity to produce a product quality policy will be easier because there is scientific data that supports the results of the study.

2.2 The Past Learning Recognition

One form of policy reform in the field of education in Indonesia is to expand access to higher education to the community with an equalization scheme and recognition of the skills possessed by prospective students. This policy can be referred to from Presidential Regulation Number 8 of 2012 concerning the Indonesian National Qualifications Framework and Permendikbud Number 73 of 2013 concerning the Application of the Indonesian National Qualifications Framework. The regulation clarifies how the role of Higher Education in providing wider access to people who want to continue their education to higher education and also to universities that require lecturers through the equalization of experts whose qualifications are equivalent to master's or doctoral qualifications through Rekognisi Pembelajaran Lampau (RPL) or Recognition of Past Learning.

The Ministry of Education, Culture, Research and Technology defines Past Learning Recognition (RPL) as recognition of a person's learning outcomes obtained from formal, non-formal, informal education, and/or work experience as a basis for continuing formal education and for equalizing with certain qualifications [4]. (Kemendikbudristek 2022). In particular, RPL in the higher education sector is the recognition or equalization of experience with the abilities and or expertise of a student at the previous level of education. Recognition of RPL is not the same as recognition of degree. In various countries RPL is used as a consideration for entering an educational program (entry requirement) at a higher level in the form of a reduction in the number of credits, credit transfers or partial exemption of credits for certain courses (exemption). The development and implementation of RPL is lined with principles, including: First, prioritize transparency and accountability. Information about the implementation process and requirements to participate in RPL must be widely accessible to both users in need and the public. Both institutions or institutions administering the RPL must have been accredited by a national-level accreditation body, have a valid mandate from the relevant institution and be authorized for this. Third, demonstrate quality awareness of the implementation and implications of RPL on graduates, specifically and the wider community in general. Fourth, every institution or institution that organizes RPL must conduct continuous evaluations to ensure the achievement of graduate quality in accordance with the established standards. Finally, courses and trainings that have a multi-disciplinary nature need to consider the possibility of organizing RPL programs (Masriadi 2014).

2.3 Human Resources of Village Apparatus

Competence is essentially defined as a proficiency, skill, ability. Human resources must be competent, meaning that the human resources are capable, proficient, or skilled. Spencer's definition of competence as quoted in [8] suggests that: "Competence is a characteristic that underlies a person related to the effectiveness of individual performance in his work or the basic characteristics of individuals who have a causal relationship or as a cause-and-effect with criteria that are used as a reference, effective or perform prime or superior in the workplace". Whereas McClelland defines that: "Competence is a fundamental characteristic that a person has that has a direct influence on or can

predict excellent performance. In other words, competence is a practicality possessed by an employee used to carry out a job" [9].

Kompetensi can improve the quality of a person so that it can produce maximum performance. Employees who do not have competence will perform work longer and not in accordance with the goals of the organization. The competence of empowered and productive employees is the fundamental capacity of human resource development for the organization, from the planning stage to the implementation of public services (Pramasti, Postgraduate, and Airlangga 2022). The contribution of employees plays an important role from the planning stage to executing the technical stages in the provision of public services. Furthermore, Hutapea (2008) in [11] the components that must be possessed by each individual for the formation of a competence include:

1. Knowledge: is information possessed by an employee in carrying out his duties and responsibilities in accordance with a certain field.
2. Skills: an effort to carry out the duties and responsibilities assigned by the leader to an employee properly and maximally.
3. Attitude: related to the behavior of a person or employee in carrying out their duties and being responsible in accordance with the regulations that have been determined by the company.

In line with the increasingly broad and independent villages as in Law number 6 of 2016 concerning villages, the competence of the village apparatus is very necessary so that the administration and management of village government (planning, policy making and management of village funds) can be carried out according to the mandate given. For this reason (Widiawaty, 2019) said that in its implementation, village officials must have intelligence knowledge and skills related to their work. This is a form of responsibility of the village apparatus in carrying out village government activities, it is a form of responsibility of the village apparatus in carrying out village government activities. Looking at the extent of the level of competence of the village apparatus, research [12], (Nurkhasanah, 2019) can be used as a guide to obtain variables that are indicators of the competence of the Village Apparatus, which include:

1. Understanding: The competence of the village apparatus must understand the management of village funds.
2. Technical expertise: The competence of the village apparatus must understand the main duties, functions and job descriptions in the preparation of village fund financial statements.
3. Training: Village officials are expected to attend technical training to improve their ability to compile financial reports.
4. Initiative in work: Village officials must have the initiative to do the work at hand.
5. Code Etik staffing: Village officials work by prioritizing ethics and ethical codes as an employee.

3   Method

This qualitative research was carried out in the villages of Bojonegoro regency and Surabaya State University, East Java. Primary data collection was carried out through participant observation, in-depth interviews, and documentation. Informants in this study consisted of lecturers Universitas Negeri Surabaya, Bojonegoro Regency government and Village Head as well as Village officials in several sub-districts who participated in the Village RPL program. Researchers also developed interview questions in *Google form* format that were submitted to the participants of the Village RPL program. Participant observations were carried out by researchers while attending RPL lectures in the Department of Public Administration, Unesa. In addition, researchers collected document data in the form of regulatory products related to RPL from the Ministry of Education and Culture, village ministerial regulations and mous between the Bojonegoro regency government and Universitas Negeri Surabaya and Universitas Negeri Yogyakarta.

4   Discussion

4.1   Village RPL in an Intergovernmental Network Approach

The term cooperation as a breakthrough pattern of relations between government institutions according to (Rosen, 1993) as quoted from (Yuwanto 2015) has long been known and conceived as a source of efficiency and service quality. This is inseparable from the development of the Public Administration paradigm which shifted the word Government to Governance. This change is a way to shift the meaning of the word Government which has been only as a single actor to the meaning of Governance which leads to the involvement of actors outside the government (private sector, society and other parties). In practical developments, it then leads to the implementation of Good Governance.

After the 1998 reform, various policies in governance also occurred in Indonesia, especially related to the decentralization of the authority of the central government which had always seemed too strong (central). Policy shifts in the relationship between the central government and local governments that led to the strengthening of local governments (decentralistic) began with the birth of Law No. 22 of 1999, Law No. 32 of 2004 and finally Law no. 23 of 2014, which broadly outlined efforts to strengthen the balance of authority through the mechanism of division, submission, delegation and even the handover of various affairs that had previously been the dedomination of the power/authority of the central government. The implications of this policy in the study of the Postgraduate Program and Regional Autonomy and APEKSI UGM [13] are evident that the shift has brought changes to the management of relations between layers of government and equal intergovernmental relations (between regions) in Indonesia.

In this context, the choice of intergovernmental network-based cooperation (Intergovernmental network) based on important networks is developed in various fields, including the field of education. The network in the development of education is based on the problem that there is a wide gap between education in Indonesia. The next problem is that there is a distance between educational institutions, especially universities, and external entities so that they do not seem to be interconnected.

Based on the study (Darniyus and Warsono 2020), the practice of cooperation in the field of education, especially universities and the government, is a model of cooperation that has long been built and developed by developed countries. Finland, already since 1970 has used the results of university research as input and guidelines in policy making. One of the products of university studies in Finland according to (Sahlberg, 2011) as quoted (Darniyus and Warsono 2020) is the reform of the form of educational curriculum. In fact, the findings (Afzal et al., 2017) as cited (Darniyus and Warsono 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.

The Indonesian government since 2011 has provided a space for collaboration between researchers (universities) and the government to collaborate in supporting policies both at the national and regional levels. This is as mandated by Law Number 12 of 2011 concerning the Establishment of Laws and Regulations which states that in every policy formulation at the central and local government levels must involve academics in preparing academic manuscripts for policies.

In line with the awareness of the Intergovernmental network concept, the Ministry of Villages and PDTT together with Surabaya State University (UNESA) and Yogyakarta State University (UNY) since early 2022 have designed a collaboration format in the field of Education, especially in order to increase the human resources capacity of Village Heads, village officials, village-owned enterprises and village assistants to improve their competencies through the Past Learning Recognition (RPL) scheme. Regarding the competence of village human resources, the Minister of Pdtt Village in asman quoted from the Jawa Pos daily said:

> "In the village, until 2021, there are still 45,387 village heads, 43,876 village secretaries, 31,147 village-owned enterprise administrators, and 7,889 professional assistants are high school graduates. Then 20,450 village heads, 25,721 village secretaries, 15,477 village BUM administrators, and 23,735 professional assistants have completed the S-1/D-4 study" (Iskandar 2022).

This condition is certainly not good news in the midst of the complexity of the village development direction which according to Law Number 6 of 2014 concerning Villages, (DPR RI 2014), aims to improve the welfare of the village community and the quality of human life as well as poverty reduction carried out through: a) fulfillment of basic needs, b) development of village facilities and infrastructure, c) development of local economic potential, and d) sustainable use of natural resources and the environment. It is not an easy problem for the Ministry of Villages and PDTT and local governments (terutuma kabupaten) to overcome this problem.

It is in this context that support and cooperation with educational institutions (Universities) become strategic solutions. This synergy is increasingly relevant to the Indonesian National Qualifications Committee or Kerangka Kualifikasi Nasional Indonesia (KKNI) which states that: "Every level of qualification in KKNI has equality with the learning outcomes produced through education, job training or work experience" [14]. The concept of equalization and recognition of work experience qualifications is then developed

in the Past Learning Recognition or Rekognisi Pembelajaran Lanjut (RPL) program scheme [14].

Past Learning Recognition or Rekognisi Pembelajaran Lampau (RPL), based on the Regulation of the Minister of Research, Technology, and Higher Education (PermenRistekDikti) Number 122 of 2021, is an acknowledgment of a person's Learning Outcomes obtained from formal or non-formal education, and/or work experience into formal education. Then based on these provisions, the Directorate General of Higher Education (Dirjen Dikti) of the Ministry of Education and Culture made Circular Number 546/E.E2/KR/2020 concerning the Study Period Based on National Higher Education Standards (SNDIKTI). This provision is in addition to emphasizing Recognition through RPL as well as providing a description of learning outcomes in the context of RPL [15]. Learning Achievement in RPL is an ability obtained through the internalization of knowledge, attitudes, skills, competencies and/or accumulated work experience.

This explanation can give the meaning that the use of the ecognition method can accommodate various types and methods of education (formal), training (non-formal), skills and work experience (informal) that can be converted into courses in higher education and can then be used to continue higher education levels. Thus, a person who has undergone formal, non-formal and informal education (work experience) gets equalization of qualifications at a level in accordance with RPL in study programs held in universities. So that this method provides anyone who can prove work experience to be able to study highly trained with a credit transfer mechanism.

RPL as in Permendikbud No. 41 of 2021 is recognition of a person's learning achievements obtained from formal, non-formal, informal education, and/or work experience as a basis for continuing formal education and to equalize with certain qualifications whose learning achievements are abilities obtained through the internalization of knowledge, attitudes, skills, competencies, and accumulated work experience (Kemendikbudristek 2022). In summary, the composition and relationship between KKNI in the RPL Context can be seen from Fig. 1 [4].

The picture shows the benefits of developing KKNI for sectors of social and national life. In this picture, it is shown that the KKNI is expected to be a bridge for equalizing various aspects. On the one hand, it connects education and training to equalize the learning outcomes produced by these two aspects and further equalizes the learning
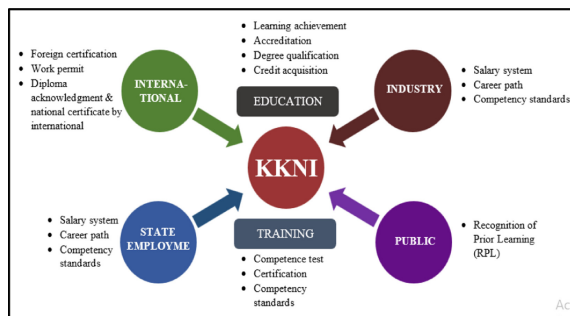

Fig. 1. Linkage of RPL with KKNI. Source: KKNI Kemendikburistekdikti, 2022

outcomes with the competencies needed in the workplace. The picture also explains the various sectors that 8 require KKNI as a reference to develop a staffing system, remuneration, career or improving the quality of human resources in general.

Looking at the context of the needs, problems and competencies of each party implementing the Governmental network. So the network of cooperation embodied in the RPL program that has been carried out between the Ministry of Rural Affairs PDTT, UNESA and UNY is theoretically aligned with what Patterson (2008) defines as quoted [3] which states that: "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 Villages for Development of Disadvantaged Regions and Transmigration (Kemenriandesa-PDTT) together with Universitas Negeri Surabaya (UNESA) and Universitas Negeri Surabaya (UNY) is part of a joint effort to solve the problem of village human resource gaps in Bojonegoro regency.

4.2 Implementation of RPL Bojonegoro Village at Universitas Negeri Surabaya (UNESA)

The implementation of village rpl in Bojonegoro district is based on various conditions and strategic issues of village human resources in Bojonegoro regency. The Bojonegoro Regency Government according to Regent Ana Muawanah in a public lecture in the framework of the inaugural Lauching of the Village RPL Program which was held at Negari University Surabaya (UNESA) on March 30, 2022 [16] described that the village has needs that continue to grow and develop in accordance with their nature and characteristics. After the infrastructure needs are considered by the Bojonegoro Regency Government, the next need to increase human resources. For the general public, the Bojonegoro Regency Government already has a one-village program of two undergraduates and scientists that has been running. In 2021 the Bojonegoro Regency Government has distributed scholarships to 288 students with a total budget of Rp. 39,700,000,000.

This idea is in line with the task of the Ministry of Rural Affairs-PDTT in improving the competence of Village Human Resources through the Village RPL program. The Village RPL program according to Luthfiyah Nurlaela, Head of the Human Resource Development Agency of the Ministry of Villages) who is also a professor of Surabaya State University (UNESA) in an article in the Jawa Pos daily said it is one of the programs that aims to improve Village Human Resources which is the key to Village Development [2]. Village RPL Program Design:

1. Cooperation between the Ministry of Villages, Universities, and the Bojonegoro Regency Government
2. The Ministry of Rural Affairs encourages the improvement of human resources in the village
3. The University recognizes the work experience of village development activists and the conveniences in lectures
4. The Bojonegoro Regency Government recruits and finances/provides scholarships to village development activists
5. The form of scholarships in the form of a tuition fee of 5,400,000 per semester

According to data from the Office of Community and Village Empowerment (DPMD) of Bojonegoro regency, the factual condition of human resources of the Village apparatus in Bojonegoro regency is seen from the background or level of education as follows:

1. There are a total of 2,493 village heads, village officials, and village representative bodies who have not yet graduated (high school diplomas)
2. There are a total of 1,203 administrators of village-owned enterprises or BUMDesa who have not graduated (high school diplomas)
3. There are several 19 village professional assistants who have not graduated (high school diplomas)

Based on these conditions, the Bojonegoro regency government has an omitment for the improvement of rural human resources, followed by the Bojonegoro Regency Government by providing RPL scholarships for village development activists at UNESA and UNY). The objectives of the Village RPL Scholarship include:

1. Capacity building and motivation of village development activists through recognition of experience in village development.
2. Providing opportunities for Village Heads, Village Officials, members of village representative bodies, BUMDesa Managers, and Village Professional Assistants to pursue higher education through village rpl
3. The implementation of the mission of the Regent of Bojonegoro in realizing the improvement of the quality of sustainable human resources

The targets of the RPL scholarship in 2022 are: a). Village Chief, b). Village Officials, c). Member of the Village Representative Body, d). Village-Owned Enterprises managers and e). Village Professional Assistants. In detail, the recipients of the 2022 Village RPL Scholarship in Bojonegoro regency are shown in Table 1.

While at Yogyakarta State University is:

Table 1. Data on the number of RPL participants in Bojonegoro Village based on skills at UNESA

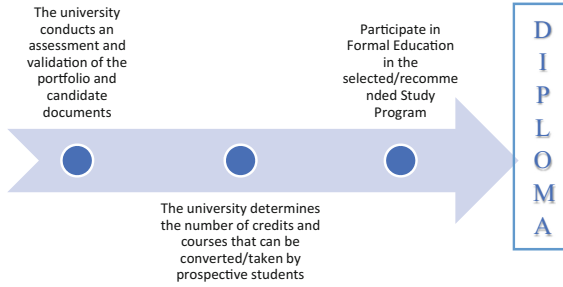| No	Courses	Total
1	Accountancy	124
2	Management	96
3	Non-Formal Education	29
4	Sociology	75
5	State Administration	283
Total		608

Fig. 2. Credit transfer mechanism for the RPL Program of the Bojonegoro government and UNESA. Source: Adaptation of the Regulation of the Minister of Research, Technology, and Higher Education Number 122 of 2021

No	Courses	Total
1	Accountancy	70
2	Management	115
3	Pendidikan Luar Sekolah	16
4	Sociology	35
5	Public Administration	158
Total		394

Source: Processed from data from the Community and Village Empowerment Office (DPMD) of Bojonegoro Regency.

Furthermore, the Bojonegoro regency government formed a village RPL team. The important task of the district RPL team is to facilitate village officials by carrying out activities:

1. Consulting with the RPL Team in Higher Education: The applicant consults with the RPL Team about the procedures that must be taken.
2. The RPL team assists applicants in identifying study program options, which allows them to find courses that match the outcomes of studying at previous colleges.
3. The RPL team directs applicants who need further substantial deepening to the academic advisors in the Faculties and Departments.

Partially, the RPL learning mechanism in the credit transfer scheme can be referred to from the Regulation of the Minister of Research, Technology, and Higher Education Number 26 of 2016 concerning Recognition of Past Learning and strengthened in the Ministry of Rural Affairs-PDTT Number 122 of 2021 concerning Past Learning Guidelines. In summary, the role of high-ranking in the RPL concept is as shown in Fig. 2.

The initial stage of the role of universities, in accordance with the Memorandum of Understanding (MoU) between the Ministry of Villages-PDTT, UNESA and UNY is to conduct an initial assessment of prospective students participating in the Village RPL [17] The assessment carried out by Surabaya State University (UNESA) and Yogyakarta

State University (UNY) as Partner Universities conducts an assessment of the portfolio documents of prospective RPL students to assess the equality of content and the level of learning achievement of the intended university study program courses. The assessment of content equality is based on the knowledge and skills acquired covered in a course, and the level assessment is based on the breadth and currentness of knowledge, understanding critical thinking, problem solving, relevance to practice, ability to work independently, concern for social and ethical problems, and innovation. At the assessment stage, universities are also supported by the Ministry of Villages, Development of Disadvantaged Regions, and Transmigration to carry out:

1. The recognition assessment process is in accordance with the procedures and criteria set for each study program, course or group of courses.
2. Determine the conversion weight of the Village RPL.
3. Develop guidelines for the selection of Village RPL participants, registration forms, and assessment tools.

The next stage is to determine the number of credits and courses that can be converted/recognized by prospective RPL students. Assessment carried out in activities must certainly be in line with the standards of competence and quality set by the university. In this activity, the process of assessing the documents of prospective Village RPL participants must be guaranteed confidentiality, validity, and trustworthiness, and can be compared with the way of assessing the passing of a course or a module [18]. Therefore, technically, the RPL assessment process consists of: (1) Preparing, understanding, and complying with standard assessment guidelines; (2) Identify and sort out relevant evidence; (3) Assess evidence relevant to various assessment methods consistent with the evidence; (4) Compile and calculate the assessment results from all aspects; (5) Convert the assessment results in the form of a recognized number of credits; (6) Prepare minutes as the basis for issuing a decree by the competent authority; (7) Issuing a decree; and (8) Announce the results and decrees transparently.

The stages of implementing the role of universities are very important, so to ensure that Village RPL 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. Village RPL participants are required to report the progress of the study periodically according to the provisions.
3. Village RPL participants are required to compile a final project in the form of a thesis/thesis/dissertation related to village development and village community empowerment.
4. Village RPL participants are required to complete their studies on time.
5. Village RPL participants are entitled to assistance during the study period and the completion of the final project.

Unesa has started lectures since March 2022 or at the same time as the inaugural launch or kick off of the RPL Program on March 30, 2022. Researchers as part of the Village RPL teaching team in the Department of Public Administration of UNESA can

describe the design and mechanism of Village RPL lectures at UNESA. Technically, based on the conditions of the Covid-19 pandemic situation and the Circular Letter of the Rector of Unesa, village RPL lectures are carried out online (online) synchronously. Village RPL lectures at UNESA begin with lecture schedule information, class division, introduction to study programs, introduction to courses and Semester Learning Plans.

During the 16 meetings, students carried out online papran lectures, getting project-based assignments (Project base learning). In the 8th meeting, a half-term evaluation (Midterm Exam) and Final Semester Examination were carried out at the 16th meeting. In addition, to increase the knowledge of RPL students, the Department of Public Administration of UNESA has several times invited RPL students to take part in various Webinar activities, discussions via zoom. The impact of the activity shows that the nature and abilities and skills that a person (village government officials) have and are obtained or learned through the process of education, training, and experience so that the person concerned is able to carry out their duties and work very successfully [12].

Implementing Village RPL there are several interesting findings that can be observed as obstacles and important inputs for improving the implementation of Village RPL carried out between UNESA and the Bojonegoro Regency Government. The first thing is the obstacle to the synchronization of the lecture schedule, village RPL students are village heads and village officials who have the obligation to provide public services and are tied to working hours Monday-Friday to the village community. The second obstacle is related to the digital literacy of Village RPL participants, online lectures for some Village RPL students are a new experience, so they need to adapt to the online lecture model that utilizes information technology. The next obstacle is related to the network, in some lecture meetings there are RPL students who are constrained by connection with the internet network in the village. According to the recognition of several students, this is due to weather factors and the lack of reliable internet access in the village.

5   Conclusions

Some important things that can be learned from the implementation of village rpl in Bojonegoro are as follows: 1). Collaboration and support of educational institutions (Universities) are strategic solutions in improving village human resources, 2). The concept of Recognition of Lampai Learning (RPL) is synchronized with the functions and competencies of universities in preparing knowledgeable and skilled personnel in the field of village government administration and village community empowerment, 3). The implementation of the Village RPL from Collaborative perspective between Universitas Negeri Surabaya (UNESA), Universitas Negeri Yogyakarta (UNY) and the Bojonegoro regency government has been carried out in accordance with the principles and stages of Cooperation and 4). There are several technical obstacles in the implementation of activities, for example related to access to the internet network, digital literacy of Village RPL students and other obstacles.

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 apparatus through the Village RPL scheme, 2). Unraveling technical obstacles by improving facilities that can support the Village RPL lecture process.

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