



The Whole of Government Approach

Initial Lessons Village Recognition of Past Program in Indonesia

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Abstract. The basic premise of Whole of Government (WoG) is that the government should provide a one-stop solution when serving citizens. The Village Recognition Past Learning Program (RPL) was launched by the Ministry of Villages PDTT in collaboration with the Ministry of Education and Culture through Universities for Villages to improve the quality of human resources for actors related to village development so that they can provide the best service to village communities. This study aims to determine whether the WoG principles have been applied in implementing the Village RPL Program. This study attempts to fill research gaps in the study of public management by analyzing the WoG principles in implementing the Village RPL program. This descriptive qualitative research was conducted using a literature review technique. The results of this study indicate that the implementation of the Village RPL program has applied the WoG principle. This is reflected in the achievement of outcome-oriented program objectives, there is data integration in the recruitment process and implementation of the Village RPL program, there are elements of horizontal relationship management and shared leadership between program implementers, and the Village RPL program has also implemented the principle of connected government by management criteria good integrated governance. The Village RPL Program needs the support of an information system to better integrate stakeholders and control standard operational procedures regularly to improve the quality of the RPL Program.

Keywords: Whole of Government · Village RPL Program · Improving the Quality of Human Resources for Village Devices

1 Introduction

One of the 5 work priorities of the president of the Republic of Indonesia from 2019 to 2024 is the development of Human Resources (HR) [1]. Human Resources play an important role as an indicator of the prosperity of a nation. The VUCA era (volatility, uncertainty, complexity, ambiguity), was faced with conditions where large-scale changes occurred in various fields, including the challenge of improving human resources [2]. These challenges forced the government to make improvements in terms of improving the quality of government apparatus and human resources in order to realize ideal public services.

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The acceleration of development currently being intensively called for by the government is development that originates from the village. The birth of Law No. 6 of 2014 concerning villages provides a new perspective and concept in village development. The law designates the village as the spearhead of development and improving people’s welfare. There are eighteen sustainable development goals that must be pursued for Village SDGs (Sustainable Development Goals - SDG’s) village development. To realize all SDGs goals, village communities must have sufficient knowledge to apply the principles of development well. This community knowledge must be supported by knowledge of the driving elements of community development, in this case Village Officials, BUMDesa Management, and Village Facilitators. Data regarding the number and qualifications of village officials, BUMDes administrators, and Village Facilitators in Indonesia are presented in Fig. 1 and Table 1.

Based on these data, 64.26% of Village Heads, 62.68% of Village Secretaries, 23.31% of Village Facilitators and 60.91% of BUMDes administrators throughout Indonesia are SMA/SMK graduates of the equivalent [3]. Taking into account these conditions the government needs to make various efforts to improve the quality of village human resources so that they become better.

To accelerate one of the development goals that have been stated in the Village SDGs, namely providing quality village education, the government, in this case, the Ministry of Villages, Development of Disadvantaged Regions and Transmigration (KEMENDES

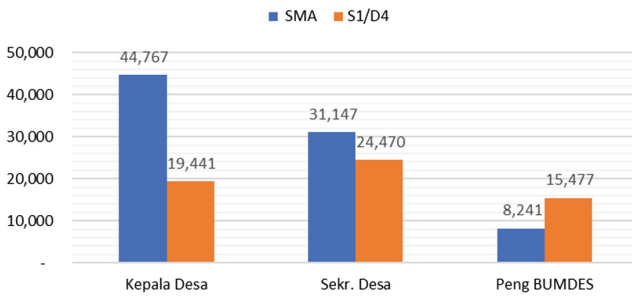


Fig. 1. Village HR Qualification (Village Head, Village Secretary, Bumdes Management) 2019.

Table 1. Recap of Village Professional Assistance Team (TPP) Data Based on Education Level in 2022.

No	Position	SMP	SMA	DI	DII	DIII	S1	S2	S3	Total
1	TAPM Pusat	0	0	0	0	0	32	11	0	43
2	TAPM Provinsi	0	0	0	0	0	188	29	1	218
3	TAPM Kabupaten	0	0	0	0	21	2.165	209	4	2.399
4	PD	0	116	0	0	948	12.054	329	3	13.450
5	PLD	103	7.051	70	85	1.011	9.567	179	4	18.070
Total		103	7.167	70	85	1.980	24.006	757	12	34.180

PDPTT), Ministry of Home Affairs (Kemendagri) and Ministry of Education and Culture (Kemendikbud) through the Higher Education Forum for Villages (Pertides) entered into a cooperation agreement to organize a higher education affirmation program for increasing human resource capacity related to village development [4]. The program is carried out by providing opportunities for village heads, village apparatus, BUMDesa administrators, village assistants and everyone involved in village development (village administrators) to obtain affirmation of higher education through recognition of education and training that they have previously had to be recognized. The target of the program is aimed at HR related to village development, in this case Village Officials, BPD Officials, BUMDesa Management, Village Facilitators, most of whom still have high school education or equivalent [5]. The program is called RPL Desa program.

Many studies discussing the implementation of the RPL program have been carried out both in Indonesia and other countries [6–17], these studies mainly discuss the implementation of the RPL program in the fields of vocational schools, nursing education and training, the engineering profession, ship engineering, and officers health sector, but no articles have been found discussing the implementation of the RPL program which is aimed at increasing the capacity of village officials and is carried out through the WoG approach. Likewise previous research conducted on WoG [18–24]. The Whole of Government (WoG) approach tries to identify and resolve coordination problems between sectors and between institutions as a result of sector fragmentation and regulatory escalation at the sector level [25]. WoG describes how public service agencies work across borders or across sectors to achieve common goals and as integrated government responses to specific issues. WoG also emphasizes the importance of togetherness and eliminating all obstacles that have been built so far, namely as a way of collaborating with other agencies and solving a public service problem in an integrated manner. The basic premise of the Whole of Government (WoG) is that the government must provide a one stop solution when serving the community [26].

This paper will describe the Village RPL (Recognition of Past Learning) Program using the Whole of Government (WoG) analysis approach. This study seeks to fill a research gap in the study of the RPL program as well as studies on the WoG approach. This study wants to discuss the RPL Desa program implemented by the Ministry of Health about the perspective of integrated governance (WoG) which is carried out between the Ministry of Village PDPTT and the Ministry of Education and Culture through a higher education forum for villages (Pertides).

2 Method

This research is a qualitative descriptive study with literature review techniques and secondary data tracing. This research was carried out by browsing the appropriate literature, classifying, collecting, identifying, evaluating, and interpreting similar extracted data obtained from searches/literature studies and documents related to the Village RPL program and will then be analyzed and conclusions drawn using WoG approach.

3 Result and Discussion

3.1 Village RPL Program

Efforts to increase the capacity of village human resources are efforts of all parties that must be carried out jointly. In this context, three ministries, namely the Ministry of Villages, Development of Disadvantaged Regions and Transmigration, the Ministry of Home Affairs, and the Ministry of Education and Culture signed a memorandum of understanding together. The signing of the cooperation agreement is a real form of synergy to build villages by presenting campuses to build villages through various programs that have been prepared together, one of which is the RPL Desa program. The RPL Desa program is also carried out by the collaboration between the Ministry of Villages, Development of Disadvantaged Regions and Transmigration, and the Higher Education Forum for Villages (Pertides) [27].

Village RPL is “acknowledgment of the learning achievements obtained by the Village Head, Village Officials, Members of the Village Consultative Council, BUMDesa Managers, Professional Assistance Workers, and Village Community Empowerment Workers from formal, non-formal, informal education, and/or work experience as a basis for continuing formal education at D4/S1, S2, and S3 levels [5]”. The purpose of Village RPL is to provide opportunities for Village Heads, Village Officials, Village Consultative Council Members, BUMDesa Managers, Workforce Professional Assistance, and Village Community Empowerment Workers to pursue higher education through RPL Desa. The RPL Desa program is also expected to be able to improve the quality, capacity and competence of human resources in villages and rural areas, underdeveloped areas and transmigration which will have an impact on village progress in various aspects, both social, economic and community resilience. There are 8 legal foundations that must be implemented With the Village RPL program [28], de Thus the RPL program can be said to be a strong policy and has a clear legal basis that can be implemented.

RPL Desa uses experiences from the village to be recognized or converted into semester credit units (SKS) to continue studying on campus. The principle of equivalence, field experience can be abstracted into concepts and theories that can be used by universities, and vice versa, villages get the latest concepts and theories from campuses to be checked and applied in villages. Formal education, for example, having graduated from high school, then non-formal education, for example attending training, informal education in daily life, and work experience, is converted into credits as a basis for continuing formal education at the bachelor, master, and doctoral levels. Experience from the village can be converted into credits as a provision for formal education. The principle used in implementing the Village RPL program [5] is legality; accessibility; recognition equality; transparent; and quality assurance. The RPL Desa principles are in accordance with the principles of good governance.

In addition to getting access to take S1 and S2 by using independent pathways and Recognition of education training both formal and informal that have been taken previously, RPL Village participants can also get tuition assistance to take part in the program which is supported through policies from each region administering the program which in this case synergizes with government agencies under the coordination of the ministry of home affairs and non-governmental organizations, while the funders of the

RPL Desa Scholarship include the government, both the central government and the regional government; BUMN; BUMD; Private Institution; philanthropy; as well as other parties who are committed to improving village human resources [5].

3.2 The Whole of Government Approach in the Village RPL Program

The term WoG first appeared as a form of the UK Government's efforts to be able to provide complete, efficient, and integrated services. This effort was carried out by Prime Minister Tony Blair by developing a Join-Up Government (JUG). The WoG approach also emerged as a reaction to the negative effects of NPM reforms such as structural devolution and performance management [25]. In line with this, countries such as Canada and Australia have also begun to implement the WoG principle. There are four elements in the discussion of WoG theory, namely control, coordination, accountability, and power. WoG is an approach to governance that brings together collaborative governance efforts from all sectors within a broader scope of coordination to achieve the goals of policy development, program management and public services [18].

In the context of the Village RPL program, the government has a very big role in realizing WoG. This is influenced by two factors, namely external factors, the existence of public encouragement in this case human resources in the village to realize the integration of policies, development programs and public services due to the development of information technology and policy dynamics to unite government institutions, namely the Ministry of Villages, Development of Disadvantaged Regions and Transmigration, the Ministry of Home Affairs, and the Ministry of Education and Culture as the organizer of policies and public services in the village, and internal factors, namely the phenomenon of sectoral capacity inequality as a result of the nuances of competition and sectoral ego in public services [26] that occurred before. WOG is expected to be a solution that can make several public institutions reorganize in managing public service activities so that it becomes simple, intact, and easily accessible to Village HR when they want to take the Village RPL program. In the end, it is necessary to change the mindset and behavior of the organizers of the Village RPL Program so that they can provide excellent service to Village HR who are program participants so that community-oriented services are achieved.

According to [26], there are 4 elements that must be implemented in integrated governance management (WoG), namely:

1. Principles of Orientation on results (Outcomes) in the Village RPL Program

The government is required to improve and change the practice of implementing public service activities from what has so far been sector-based to being results-oriented so that the way of acting and thinking that was originally sectoral needs to be replaced with a way of thinking and acting that is result-oriented (outcomes). The sectoral egos of each ministry/institution must be abandoned so that decision making in the Village RPL program bureaucracy becomes more effective. This can be seen from the purpose of RPL Desa which accommodates and summarizes the outputs that must be achieved by the Ministry of Villages, Development of Disadvantaged Regions and Transmigration, Ministry of Home Affairs, and Ministry of Education and Culture, namely increasing access

to higher education in order to increase human resources related to village development so that the goals of the Village SDGs is easier to achieve.

The outcome to be achieved from the RPL Desa program is how the quality of the human resources of village apparatus in Indonesia can be improved so that they have the knowledge to achieve village development goals. This community knowledge must be supported by knowledge of the driving elements of community development, in this case Village Officials, BUMDesa Management, and Village Facilitators [3]. This activity was facilitated by the Ministry of Villages, Development of Disadvantaged Regions and Transmigration as the program owner, the Ministry of Home Affairs through the local government as one of the parties facilitating program financing and the Ministry of Education and Culture as program implementer. In implementing the RPL program as a WoG approach, strong leadership support must be possessed by regional leaders/heads who are committed to implementing the program. This is in line with what was stated by [18].

2. Integration Institutions and Mechanisms in the Village RPL Program

The different orientations of each sector in public service can lead to the growth of sectoral egos that drive individual or group behavior and values. The basic premise of the whole of government (WOG) is that the government should provide a one-stop solution and no wrong door policy when serving its citizens. A narrow mentality that will prioritize each sector can continue to strengthen if the adhesive between sectors is weak or even non-existent. To address these conditions, the Ministry of Villages PDPT announced the RPL Desa scholarship scheme through a letter dated 9 February 2022. The letter also at the same time attests to an official request from the Ministry of Villages for Disadvantage Regions and Transmigration asking for support from district and city governments in Indonesia in making the RPL Desa 2022 scholarship program successful. This program has been officially implemented in Bojonegoro Regency as a pilot location. Collaborating with Surabaya State University (Unesa) and Yogyakarta State University (UNY) to educate village officials and BUMDes administrators and all activists related to village development to be able to participate in the Village RPL program. The RPL Desa program is in line with regulations in force within the Ministry of Education, which from the beginning of 2021 has also opened a scholarship Education pathway through the RPL program.

3. Management of Horizontal Relationships and Sharing Leadership that Occurs in the Implementation of the Village RPL Program

In the WoG approach, there is also the principle of collaborative governance, namely the way the government directly involves stakeholders outside the government or outside the state to make or implement public policies and public programs whose implementation is oriented towards consensus and deliberation in the collective decision-making process [29]. The process of collaborative Governance occurs in the Village RPL program. In this study, WoG is interpreted as a collective process in which each stakeholder has the same authority and opportunity in decision making which can be interpreted that in increasing the capacity of Village HR and all have the same opportunity and authority to reflect on the objectives of the Village HR capacity building program.

The WoG principles that can be applied in the Village RPL Program require the government to develop horizontal management through organizational networks for the provision of comprehensive and effective public services. Furthermore, the vertical and horizontal relationships that occur in the Village RPL Program must be managed intelligently so that they complement each other. It really needs the ability to manage both types of relationships with the principle of shared leadership, where K/L leaders can coordinate with partners from other K/L and their staff to ensure the government is able to realize complete, complete and easily accessible services for potential RPL Village participants. So that you can follow the program smoothly without any problems.

4. Connected government in implementing the RPL Village Program

In implementing the Village RPL program that is by WoG principles and can be implemented properly, it requires a government system that is connected and able to act as one unit. The implementation of integrated governance that can be carried out in the Village RPL program requires the existence of effective institutions and mechanisms to consolidate authority across various sectors. Program controllers and implementers must have the courage to break with traditions to produce new regulations and institutions when facing problems and need to explicitly and firmly instruct the bureaucracy in the implementation of the Village RPL Program to place village community members as program participants as commander in chief. In implementing the Village RPL Program, program implementors need to immediately change the paradigm of using information and communication technology towards Government 3.0 as a basis for developing intelligent program service delivery.

Learning from the experiences of the regions and several countries that have implemented WoG, bureaucratic changes towards integrated governance can be carried out when the regions have visionary leaders, place citizen leadership as commander in chief, and have the courage to act to consolidate the necessary authority so that they can provide services to the community easily and efficiently. Inexpensive, and carried out by the Ministry of Villages, Development of Disadvantaged Regions and Transmigration, Ministry of Home Affairs, and Ministry of Education and Culture to synergize with existing professionals in tertiary institutions and will be carried out on an ongoing basis so as to achieve the expected goals, namely increasing quality, capacity, and competence of human resources in villages and rural areas, underdeveloped areas and transmigration which will have an impact on village progress in various aspects, both social, economic and community resilience.

4 Conclusion

The RPL Desa program is a manifestation of the implementation of integrated governance (WOG) in which RPL implementation involves the synergy of three ministries. The WoG principle is also implemented in the implementation of the RPL Desa program which can be identified from the achievement of outcome-oriented program objectives, namely jointly wanting to improve human resources Villages to accelerate national development goals, there is integration of data in the recruitment process and implementation of the Village RPL program, there are elements of horizontal relationship management

and shared leadership between implementers of the RPL Desa program, and the RPL Desa program has also implemented the principle of connected government in accordance with governance management criteria well integrated. In the next journey, the government, in this case the Ministry of Home Affairs, and the Ministry of Education and Culture must always prepare supporting resources, especially the readiness of information and communication technology infrastructure so that the implementation of the Village RPL Program can run smoothly and effectively. In addition, support in the form of monitoring and evaluation of the quality standards of the RPL program must also always be sought so that the RPL Desa program can run according to the principles of RPL Desa implementation.

As a cultural strategy, implementing WOG in the Village RPL program is certainly not easy and takes time to be implemented properly, so it does take time to implement the Village RPL program to quickly spread to all regions, not only Bojonegoro Regency, but other areas throughout Indonesia. In addition to the cultural understanding and RPL Desa concept that not all are understood by local governments and village governments, the readiness of PT implementing the RPL program must be carefully prepared so that they become implementers of the RPL Desa program which can lead Village HR to achieve the aspirations and goals of village development. well. Structural changes can be implemented relatively quickly if the government is serious, but changes in bureaucratic culture can only be realized if the government can create new traditions in governance management. From the beginning placing sector and bureaucratic orientation as the main criteria, it has changed to making the interests of the community/citizens who use the service a top priority. Supervision of quality standard procedures and good information technology system support are needed to improve the implementation of the Village RPL program using the WoG approach to run effectively.

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