RECOGNITION OF PRIOR LEARNING VILLAGE TO ACHIEVE SUSTAINABLE DEVELOPMENT GOALS; POLICY ANALYSIS IN INDONESIA

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ABSTRACT

Objective: The successful development of a nation begins with community empowerment and village development. Many policies have been issued to develop villages, especially Law number 6 of 2014 concerning villages.

Theoretical Framework: However, implementation in the field still has many obstacles, this is due to the low quality of human resources in the village.

Methods: To overcome this problem, the village ministry-PDTT has issued a village past learning recognition (RPL) policy to support village Sustainable Development Goals (SDGs). However, there are many problems that occur. Thus, it is very urgent to have an in-depth study regarding village RPL policies at macro, meso and micro levels. The aim of this research is to analyze Village RPL policies in realizing SDGs through a policy triangle analysis approach.

Result: It shows that (1) the Village RPL policy was born due to the problem of low human resources and many villages with very underdeveloped status on the village development index (2) the process of formulating the policy was carried out using a participatory approach involving various stakeholders; central government, regional government, universities, and village officials and activists.

Conclusion: This research was only carried out in analyzing the formulation of the agenda setting and RPL policy formulation, there was no field implementation analysis and evaluation of the impact of Village RPL policies.

Keywords: policy analysis, prior learning, SDGs, villages.

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RECONHECIMENTO DE ALDEIAS DE APRENDIZAGEM PRÉVIAS PARA ATINGIR OBJETIVOS DE DESENVOLVIMENTO SUSTENTÁVEL; ANÁLISE DE POLÍTICAS NA INDONÉSIA

RESUMO

Objetivo: O desenvolvimento bem-sucedido de uma nação começa com o empoderamento da comunidade e o desenvolvimento das aldeias. Muitas políticas foram emitidas para desenvolver as aldeias, especialmente a Lei número 6 de 2014 relativa às aldeias.

Enquadramento Teórico: Contudo, a implementação no terreno ainda apresenta muitos obstáculos, isto deve-se à baixa qualidade dos recursos humanos na aldeia.

Métodos: Para superar este problema, o ministério da aldeia-PDTT emitiu uma política de reconhecimento de aprendizagem anterior (RPL) da aldeia para apoiar os Objectivos de Desenvolvimento Sustentável (ODS) da aldeia. No entanto, existem muitos problemas que ocorrem. Assim, é muito urgente ter um estudo aprofundado sobre as políticas de RPL das aldeias aos níveis macro, meso e micro. O objectivo desta investigação é analisar as políticas de RPL das aldeias na concretização dos ODS através de uma abordagem de análise do triângulo político.

Resultado: Mostra que (1) a política do RPL da Aldeia nasceu devido ao problema dos baixos recursos humanos e de muitas aldeias com um estatuto muito subdesenvolvido no índice de desenvolvimento da aldeia (2) o processo de formulação da política foi realizado utilizando uma abordagem participativa envolvendo diversas partes interessadas; governo central, governo regional, universidades e funcionários e activistas das aldeias.


Palavras-chave: análise de políticas, aprendizagem prévia, ODS, aldeias.

1 INTRODUCTION

This research is motivated by this The process of developing a nation must be carried out in an integrated way sustainability (Petti, L., Trillo, C., & Makore, B. N, 2020) and the quality of human resources are determinants of progress (Hazin, M., Murtadlo., Shobri, M, 2018) In 2015 in the general assembly The UN has set an agenda until 2030, namely Sustainable Development Goals (SDGs) (Gore, C., 2015; Struckmann, C., 2018). The aim of the SDGs is to maintain a sustainable increase in the economic welfare of society by stimulating equitable economic growth (Kopnina, H., 2016). Furthermore, to maintain the sustainability of the social life of the community, maintain the quality of the environment and inclusive development and implement governance that is able to maintain the improvement in the quality of life from one generation to the next (Gunawan, J., Permatasari, P., & Tilt, C., 2020).
However, the problem is, during the 7 years that Indonesia has followed the SDGs, the achievement of the 17 Sustainable Development Goals (SDGs) is still in the low progress category (Santika, WG, Urmee, T., Simsek, Y., Bahri, PA, & Anisuzzaman, M., 2020). Achievements in 2022 will actually decrease compared to last year, which was included in the medium progress category. Achievement of SDGs progress is measured based on a rapid study by the International NGO Forum on Indonesian Development (INFID) and overall, SDGs in Indonesia received a score of 39 or the low category. This is because the quality of human resources is inadequate and must be improved (Murtadlo, M., & Hazin, M., 2018).

To overcome the problem of low achievement, collective understanding and work is needed (Morita, K., Okitasari, M., & Masuda, H, 2020). This is because so far the reality on the ground, between the public, CSOs and ministries/institutions' understanding of the SDGs is still fragmented. The work system is also still partial and not yet integrated, there are even members of the public who think this is only the work of the BPN/Bappenas ministry. Thus, the government needs to improve the quality of meaningful multi-stakeholders by involving government and non-government ministries/institutions (Hazin, M., 2017) to support the achievement of SDGs progress in Indonesia.

The Ministry of Villages, Development of Disadvantaged Regions and Transmigration in supporting the achievement of SDGs in Indonesia, in 2020 launched the Village SDGs. This refers to village regulation-PDTT Number 13 of 2020 concerning Priority Use of Village Funds in 2021 (Nabilla, M., & Raus, A., 2022), there are at least 18 development goals and targets through Village SDGs.

Village SDGs are development that maintains improved economic welfare, social life, environmental quality, and guarantees justice (Akbar, A., Flacke, J., Martinez, J., & van Maarseveen, MFAM, 2020). So that it can improve the quality of life for future generations (Subekti, A., 2022). Thus, there is a need for quality human resources, especially for implementing development and empowering village communities (Del Arco, I., Ramos-Pla, A., Zsembinszki, G., Gracia, A. de, & Cabeza, LF, 2021). This requires leaps and acceleration with various efforts and the right approach. Approach to solving the problem, is through the Village Recognition of Past Learning (RPL) program which was launched by the Ministry of Villages-PDTT to improve human resources and support the acceleration of village progress and independence (Cabinet Secretary, 2022).
The concept of recognition equates academic skills with practical skills, self-taught, including work experience in the Village RPL program in line with Minister of Education and Culture Regulation Number 41 of 2021 concerning Recognition of Past Learning (RPL) and Presidential Regulation Number 8/2012 recognizing it as the Indonesian National Qualifications Framework (Ma'ruf, MF, Mudzakkir, M., & Widyaningrum, D., 2023).

2 THEORTICAL FRAMEWORK

Recognition of past learning or recognition of prior learning (RPL) is a process of recognizing a person's learning achievements previously achieved either through formal, non-formal, informal education or training related to work or carried out autodidactically through experience (Baumeler, C., Engelage, S., Hämmerli, C., & Salzmann, P., 2023; Miguel, MC, Ornelas, JH, & Maroco, JP, 2016). In the last 20 years of research since 2003 there has been an increasing trend regarding RPL. In this RPL research trend, there has been much discussion regarding lifelong learning, adult education (Paulos, C., & Cavaco, C., 2022), informal education (Maphalala, M.C., 2014), education vocational (Maurer, M., 2021), higher education (Stephens, S., 2022), competency training (Andersson, P., 2021). This can be seen from the following image.

Figure 1. Network Visualization research on recognition of pioneer learning (RPL)

Source: VOSviewer from 220 articles indexed by Scopus
Based on these data, then *state of the art* the novelty of the research there are 2 things here. *First*, The research that will be developed is a study of learning recognition policies past both macro and meso in reviewing agenda setting, formulation, (Hazin, M., & Rahmawati, NWD, 2021). *Second*, This research focuses on Village RPL in supporting Village SDGs. Thus, this research has high urgency, because the Village RPL policy has only been running for 1 year. It is hoped that this research will become an in-depth study to make sustainable improvements and produce recommendations for Village RPL policy models that can be realized sustainable development goals (SDGs) starting from the village (Shaheen & Almaktoom, 2023).

### 3 METHODOLOGY

#### 3.1 RESEARCH DESIGN

This research uses a policy research approach. Policy research aims to explore the actions carried out by the government, why these actions were or were not carried out, by what methods and mechanisms they were carried out, in whose interests, and what the results, consequences and impacts were. This research will use a qualitative approach.

This research will analyze and develop a policy model from two aspects; namely macro and meso. First, the macro aspect of the research will be carried out at the elite policy-making level. This macro aspect will be explored by research data from the Ministry of Villages, Development of Disadvantaged Regions and Transmigration (Kemendesa-PDTT). Data collection on the macro aspect is carried out through policy documents and interviews from ministry officials, especially echelon 1 and echelon 2. This macro aspect will analyze the problem formulation model, agenda setting and Village RPL policy formulation. Second, the Meso Aspect of research will be carried out at the middle level, regional policy makers and implementers of central policies. This meso aspect of data collection will be extracted from local governments (Bojonegoro Regency, East Java and Blora Regency, Central Java). Data will be extracted through regional-level policy documentation and interviews with regional-level policy-making officials and central policy implementation officials. This meso aspect will explore how the agenda is set and the formulation of regional level policies related to Village RPL.

This research was designed using the policy triangle analysis model; (1) Analyze the policy context, identify and document the policy context for Recognition of Past Learning, including policy objectives, rules and regulations governing the recognition of
past learning. (2) Policy process analysis: Investigation of the formulation process, decision making, Past Learning Recognition policy. Identify the actors involved in the process, their roles, and the influence they have in policy formation. (3) Policy content analysis: Examine the content of the Past Learning Recognition policy. Focus on aspects of goals, objectives, design of recognition of past learning, evaluation procedures, and how to use them.

3.2 INFORMANTS AND DATA COLLECTION

This research involved several informants; (1) central government; The Ministry of Villages, Development of Disadvantaged Areas and Transmigration consists of: Minister of Villages, Head of BPSDM, Director General of Village and Rural Development, Director General of Economic Development and Village Investment, Head of Education and Training, Minister of Experts. (2) Bojonegoro and Blora regional governments, consisting of; regent, regional planning agency, and village community empowerment service. (3) pertides forum (university for villages). Data collection was carried out using various techniques, namely (1) interviews with policy-making officials, (2) focus group discussions (FGD) with policy-making actors; (3) through independent analysis of issued policy documents; (4) analysis of several news stories that have been published in the media. Data analysis used the Miles & Huberman model (Miles, MB, Huberman, AM, & Saldana, J., 2014); data condensation, data presentation and data conclusion with the help of NVIVO software.

4 RESULTS AND DISCUSSION

Recognition of Prior Learning (RPL) Village is a policy issued by the Ministry of Villages, Development of Disadvantaged Regions and Transmigration as a mandate in Law Number 6 of 2014 concerning Villages. The Village RPL policy was launched based on the Decree of the Minister of Villages, Development of Disadvantaged Regions and Transmigration of the Republic of Indonesia, Number 122 of 2021 concerning Guidelines for Recognizing Village Past Learning. This policy exists because previously there was a mutual understanding between several related ministries, including the Ministry of Villages, Development of Disadvantaged Regions and Transmigration, the Ministry of Home Affairs, and the Ministry of Education and Culture of the Republic of Indonesia,
which supports the implementation of the P5MD-RPL Program. This program also refers to the Regulation of the Minister of Research,

To clarify the flow and direction of data presentation, the researcher will consider it in the form of a policy triangle analysis model consisting of; (1) the context in which the Village RPL policy was created, (2) the process of formulating the Village RPL policy, (3) the content of the village RPL policy, and 4) the contribution of Village RPL in realizing the SDGs.

4.1 CONTEXT OF RPL VILLAGE POLICY

The context of the Village RPL policy is the identification and understanding of various factors and elements that influence the existence of the Village RPL policy. This analysis is used by policy makers, especially village ministries, PDTT and local governments to understand the background, challenges and opportunities that exist in the context of the policies that will be created or implemented.

The research results show that there are several factors and elements that influence RPL policies to be made, namely:

4.1.1 Condition of the Developing Village Index (IDM)

The Developing Village Index (IDM) is a Composite Index formed based on three indexes, namely: 1) Social Resilience Index (Education, Health, Settlement Social Capital), 2) Economic Resilience Index (Diversity of Community Production, Access to Trade Centers and Markets, Logistics Access, Banking and Credit Access, Regional Openness), 3) Ecological / Environmental Resilience Index (Environmental Quality, Natural Disasters, Disaster Response).

The Village Development Index captures the development of Village independence based on the implementation of the Village Law with the support of Village Funds and Village Assistants. The Developing Village Index directs the appropriateness of intervention in policy by correlating appropriate development intervention from the Government in accordance with community participation which correlates with the characteristics of the village area, namely typology and social capital.

Data shows that there are still many villages that are very underdeveloped and left behind. Meanwhile, progress and independence are still few (Figure 2)
Based on the data above, there are villages that do not meet the criteria for village formation based on Law No. 6 of 2014 concerning Villages, including not meeting the elements of government, area and population, so IDM measurements are not carried out:

In 2021 there are 4 villages, namely: Butu Jaya Village (West Aceh District), Renokenongo Village (Sidoarjo District), Kedungbendo Village (Sidoarjo District) and Wonorejo Village (Balangan District), 2020 6 Villages, namely Batu Jaya Village (West Aceh District), Wonorejo (Balangan District ), Mapulu (Berau Regency), Arombu Utama (Konawe Regency), Napooha (Konawe Regency, Wiau (Konawe Regency). This is reinforced by the results of interviews also stating that the main reason for this RPL was born because of the conditions of villages in Indonesia which must continue to be developed and given attention.

4.1.2 Condition of Village Human Resources

One of the factors that influences the creation of a Village RPL policy is the condition of human resources in the village. Villages have a lot of resources, but based on the large number of resources, in 2021, there will be 45,387 village heads, 43,876 village secretaries, 31,147 Village BUM administrators, and 7,889 professional assistant staff who are high school graduates. A total of 20,450 village heads, 25,721 village secretaries, 15,477 Village BUM administrators, and 23,735 professional assistant staff are S1/D4 graduates.
Apart from the village head and village officials, village activists, consisting of; Many community empowerment experts and village assistants are still high school graduates (Table 1)

Table 1. Professional Experts and Village Facilitators in Indonesia

<table>
<thead>
<tr>
<th>No</th>
<th>Posisi</th>
<th>SMP</th>
<th>SMA</th>
<th>DI</th>
<th>DII</th>
<th>DIII</th>
<th>S1</th>
<th>S2</th>
<th>S3</th>
<th>Jmlh</th>
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<tr>
<td>1</td>
<td>TAPM Pusat</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>32</td>
<td>11</td>
<td>0</td>
<td>43</td>
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<tr>
<td>2</td>
<td>TAPM Provinsi</td>
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<td>29</td>
<td>1</td>
<td>218</td>
<td></td>
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<tr>
<td>3</td>
<td>TAPM Kabupaten</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>21</td>
<td>2.165</td>
<td>209</td>
<td>4</td>
<td>2.399</td>
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<tr>
<td>4</td>
<td>PD</td>
<td>0</td>
<td>116</td>
<td>0</td>
<td>0</td>
<td>948</td>
<td>12.054</td>
<td>329</td>
<td>3</td>
<td>13.450</td>
</tr>
<tr>
<td>5</td>
<td>PLD</td>
<td>103</td>
<td>7.051</td>
<td>70</td>
<td>85</td>
<td>1.011</td>
<td>9.567</td>
<td>179</td>
<td>4</td>
<td>18.070</td>
</tr>
<tr>
<td></td>
<td><strong>Jumlah</strong></td>
<td>103</td>
<td>7.167</td>
<td>70</td>
<td>85</td>
<td>1.980</td>
<td>24.006</td>
<td>757</td>
<td>12</td>
<td>34.180</td>
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</table>

Source: Prepared by Authors (2023)

Actors in development and empowerment of village communities play an important role in village development. So, to accelerate the achievement of sustainable development goals, as well as to improve the quality of human resources in villages, it is necessary to recognize past learning from work experience in villages as course credits for pursuing further education at the Bachelor/D4, Masters and Doctoral levels.

4.2 PROCESS OF FORMULATING RPL VILLAGE POLICY

Village RPL is a policy that aims to increase human resource capacity in rural areas and empower rural communities. The formulation of the Village RPL policy involves a team tasked with supervising and guiding its implementation, which includes
government officials and academics. The team prepared the 2021 Village RPL guidelines with the help of several universities including UNESA, UNP, UNY, UNPATI, and UNG. These guidelines were submitted to the Minister for review and revision, and the revised guidelines were published in 2022 as Decree of the Minister of Villages, Development of Disadvantaged Regions and Transmigration of the Republic of Indonesia Number 122 of 2021 concerning Guidelines for Recognition of Village Past Learning, which is the basis for implementing Village RPL.

The Ministry of Villages acts as a coordinator between universities and regional governments, because universities are responsible for implementing Village RPL, while regional governments provide support in terms of budget. The team also identified several stakeholders involved in formulating Village RPL policies, including the Ministry of Villages, PERTIDES, BPSDM, and local governments. However, the role of the media in formulating Village RPL policies is not significant, but plays an important role in disseminating information about Village RPL after it is launched.

The main problem that Village RPL wants to overcome is the low level of human resources in rural areas, especially in the education sector. The team identified several data sources, including KADES, village officials, and BUMDES managers, to support this claim. Low levels of education in rural areas is a well-known problem, and Village RPL aims to address this problem by providing recognition of prior learning (RPL) opportunities to rural communities.

The team involved in formulating Village RPL policies consists of government officials and academics. The team's focus this year is on setting and formulating the agenda, while implementation and evaluation will be the focus of the following year. This team's work is in line with the vision and mission of the Ministry of Villages, especially in terms of increasing human resource capacity.

Stakeholders involved in formulating Village RPL policies include the Ministry of Villages, PERTIDES, BPSDM, local government, and universities. The Ministry of Villages acts as a coordinator between universities and local government, while universities are responsible for organizing RPL Villages and local governments provide support in terms of budget.

PERTIDES is a forum for academics and researchers in the field of village development who are involved in formulating Village RPL policies. BPSDM is responsible for human resource development in the public sector and is also involved in
formulating Village RPL policies. Local governments are important stakeholders in the implementation of Village RPL because they provide support in terms of budget. Universities are responsible for organizing Village RPL and are involved in formulating Village RPL policies.

<table>
<thead>
<tr>
<th>No</th>
<th>Actor</th>
<th>Position</th>
<th>Role</th>
</tr>
</thead>
</table>
| 1  | Central government | Ministry of Villages, Development of Disadvantaged Regions and Transmigration | a. Formulate, determine and implement policies related to increasing development actors and empowering village communities in an effort to empower village communities, regional development, development of underdeveloped areas.  
b. Coordinating the implementation of Village RPL with all organizational elements within the Ministry of Villages, Development of Disadvantaged Regions and Transmigration.  
c. Coordinating with universities, especially Pertides as the organizer of the Village RPL program, including cooperation patterns and education implementation in accordance with the characteristics of the target community.  
d. Provide assistance and facilitation to Village RPL personnel in improving their competency and educational qualifications in tertiary institutions.  
e. Carry out monitoring, evaluation and reporting on the implementation of the Village RPL program periodically and continuously |
| 2  | Local government | Local government | a. Create derivative policies to implement ministry policies  
b. Coordinate with internal OPD and external ministries and organizing campuses  
c. Provide APBD budget for Village RPL scholarships  
d. Conduct socialization and selection of participants from village heads, village officials and village activists |
| 3  | Pertides | Universities that are members of the Pertides forum (Colleges for Villages) | a. There were 5 universities involved in the first formulation (Unesa, UNP, UNY, UNPATI, UNG)  
b. These five campuses collaborate with the Ministry to develop guidelines for implementing Village RPL  
c. Pertides organizes |
| 4  | Media | | a. Carry out dissemination and publication of Village RPL policies  
b. Do |

Source: Prepared by Authors (2023)
Based on the research results, the formulation of the Village RPL policy involves a team tasked with supervising and guiding its implementation, which includes government officials and academics. This policy aims to overcome the low level of human resources in rural areas, especially in terms of education. The Ministry of Villages plays a coordinating role between universities and local governments, and the media plays an important role in disseminating information about the Village RPL after its launch. The stakeholders involved in formulating Village RPL policies include the Ministry of Villages, PERTIDES, BPSDM, local governments, and universities.

4.3 CONTENT OF VILLAGE RPL POLICY

This policy is an Education Improvement Program for Village Community Development and Empowerment Actors through Recognition of Past Learning (P5MD-RPL). -2. Village RPL is recognition of a person's learning achievements (CP) obtained from formal or non-formal or informal education and/or work experience in formal education. It is hoped that through RPL, there will be recognition of competency in learning outcomes from non-formal, informal learning and work experience to the achievement of formal learning outcomes, namely in the form of exemption from a number of courses or obtaining credits to continue studying at university.

There are two objectives for implementing the Village RPL policy, including: (1) Providing opportunities and encouraging parties involved in planning, implementing and supervising development and empowering village communities, consisting of village heads and village officials, members of village consultative bodies, accompanying staff professionals, village community empowerment cadres (KPMD), administrators of BUM Desa/BUM Desa Bersama, administrators of village community institutions/village traditional institutions to upgrade education to formal education levels of S-1/D-4 and S-2 through the RPL scheme; (2) Improving the quality, capacity and competence of the parties involved in planning, implementing and supervising development and empowering village communities, consisting of village heads and village officials, members of village consultative bodies, professional assistant staff,

The targets of the Village RPL policy are Village Community Development and Empowerment Actors, namely the parties involved in planning, implementing and supervising development and empowerment of village communities consisting of: village heads and village officials, members of village consultative bodies, professional assistant
staff, cadres village community empowerment (KPMD), administrators of BUM Desa/BUM Desa Bersama, administrators of village community institutions/village traditional institutions.

There are 2 schemes in the Village RPL Policy Design, namely: First, Recognition of learning achievements to continue formal education or known as RPL type A. Prospective students can apply for recognition of learning achievements or competencies that they have obtained from non-formal, informal education, work experience, or previous formal education through an RPL assessment to obtain academic credit recognition (semester credit units/SKS) in order to continue their education to a higher education level so that the person concerned does not need to take all the credits in the curriculum of the study program they are interested in, they only need to complete the remaining credits. must be taken at a university to obtain a diploma.

Second, Recognition of learning achievements for equalization of qualifications to the KKNI level or known as type B. Recognition of learning achievements is proposed for equalization at certain KKNI levels, especially for applicants who will work as lecturers at universities. The initiative for applying for this recognition is universities that need lecturers, especially lecturers who are practitioners in the world of business or industry who do not yet have a master's qualification.

<table>
<thead>
<tr>
<th>Table 3. Stages taken in implementing Village RPL</th>
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<td>Stages</td>
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<td>Stage 5</td>
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<td>Stage 6</td>
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| Stage 7 | Implementation of lectures: (1) Village RPL participants are required to attend lectures according to the provisions. (2) Village RPL participants are required to report study progress periodically in accordance with the provisions. (3) Village RPL participants are required to prepare a final assignment in the form of a thesis/thesis/dissertation related to Village development and Village community empowerment. (4) Village RPL participants are required to complete the study on time. (5) Village RPL participants have the right to receive assistance.
Based on this table, to clarify the need for infographics and flowcharts for the RPL implementation stages as shown in Figure 4.

![Flowchart of Village RPL implementation](image)

Source: Prepared by Authors (2023)

5 DISCUSSION

Policy triangle analysis is an approach to understanding and analyzing public policy by looking at three main aspects, namely context, content and process (Dunn WN, 2017). The following is a policy triangle analysis based on the data provided (figure 5)
Context: The context of this RPL Village Policy is an effort to improve the quality of human resources in villages through increasing formal education for development actors and empowering village communities. This context also includes challenges faced by villages such as low levels of formal education and lack of access to higher education.

Content: The contents of this Village RPL policy include the definition of the program, goals, objectives, benefits, design and principles, financing, implementation stages as well as monitoring and evaluation. In this case, the content is very clear in determining what the program wants to achieve, namely increasing educational qualifications through the RPL scheme to S-1/D-4 and S-2 education levels.

Process: The process in the Village RPL Policy includes implementation stages starting from the formation of a Village RPL policy formulation team by the Village Ministry to post-implementation monitoring and evaluation of the Village RPL. Apart from that, it also includes the financing process both independently and through scholarships.

In conducting a policy triangle analysis according to Hill M., & Varone F (2017), it is necessary to pay attention to other factors such as the actors involved (for example central or regional government), the political environment (for example political support for the program), and socio-economic factors (Howlett M. & Ramesh M, 2015).

Figure 5 Policy Analysis Triangle

Source: (Walt and Gilson, 1994)

5.1 VILLAGE RPL POLICY ANALYSIS

Village RPL is a policy that aims to increase human resource capacity in rural areas and empower rural communities. In this context, Village RPL functions as a tool to recognize and validate the informal and non-formal learning that individuals have
acquired throughout their lives, so that it can help in improving their educational qualifications (Harris, J., Wihak, C., & Van Kleef, J, 2011).

The main problem that Village RPL wants to overcome is the low level of human resources in rural areas, especially in the education sector. This is a big challenge for Indonesia because most of the population still lives in rural areas. Therefore, efforts to increase human resource capacity in rural areas are very important.

The involvement of various stakeholders in the formulation of Village RPL policies reflects a collaborative approach in making public policy. According to Ansell and Gash (2008), collaboration between government, academics, local governments and universities can produce more innovative and effective solutions to public problems.

The media also plays an important role in disseminating information about Village RPL after its launch. This is in accordance with agenda-setting theory which emphasizes that the media has the ability to influence what is considered important by society through the dissemination of information (McCombs, ME, & Shaw, D. L, 1972).

In terms of implementing Village RPL policies, the Ministry of Villages acts as a coordinator between universities and local governments. Universities are responsible for organizing Village RPL while local governments provide support in terms of budget. This reflects a top-down implementation model where the Ministry acts as the main actor in the policy implementation process (Hill, M., & Hupe, P, 2009).

However, there are still challenges related to the implementation of this policy, such as a lack of understanding of the RPL concept by village communities and a lack of access to information and communication technology in several villages (6). Therefore, further efforts are needed to overcome these obstacles (Baskoro et al., 2023).

5.2 VILLAGE RPL TO REALIZE VILLAGE SUSTAINABLE DEVELOPMENT GOALS

This research shows that village Recognition of Past Learning (RPL) plays an important role in realizing Sustainable Development Goals (SDGs). Village RPL is implemented by the Ministry of Villages, PDT and Transmigration as a strategy to improve the quality of village Human Resources (HR). Through RPL, individuals can gain recognition for the knowledge and skills they have gained from previous learning experiences, both formal and non-formal.
Quality education (SDGs 4) is one of the main aspects of the SDGs that can be achieved through RPL. Quality education not only increases village communities' access to economic opportunities and better health, but also strengthens their competence in managing various aspects of village life such as BUMDES and financial reports (Bjorkman & Svensson, 2009; Psacharopoulos & Patrinos, 2018). RPL also has a positive impact on village economic growth (SDGs 8). By increasing human resource competency through quality education, work productivity in villages can be increased thereby contributing to local economic growth (Lucas, 1988; Romer, 1990).

However, to realize the SDGs, collaboration between institutions such as the Regional Government and educational institutions is also an important factor in implementing village RPL to achieve the SDGs holistically. This collaboration creates conditions that support the overall achievement of SDGs goals at the local or village level.

**6 CONCLUSION**

The results showed that (1) the RPL Village policy was born due to the problem of low human resources and many villages with very underdeveloped status on the developing village index (2) the process of formulating policies was carried out using a participatory approach involving various stakeholders; the central government, regional governments, universities, and village officials and activists, (3) the RPL Village policy, seen from its contents, has comprehensively explained the goals, objectives, and stages of RPL Village; and Village RPL design (4) Village RPL has an important contribution in realizing Sustainable Development Goals. The results of this study have an impact on the development of recognition of prior learning policies, because the analysis tools used are the triangle policy framework (Walt and Gilson, 1994). Based on the results of this research, the following are several recommendations that can be given: (1) It is necessary to carry out regular evaluations of the effectiveness and impact of the Village RPL program on achieving village SDGs. (2) It is necessary to formulate a special strategy to improve the quality of human resources and implement RPL in villages with very lagging status on the development index. (3). There is a need for further research to analyze policy implementation in the field and the success of Village RPL policies; (4). There needs to be collaboration with all parties, especially with companies to provide scholarships from CSR funds. Although this research provides empirical insight into RPL policy analysis, it has several weaknesses, such as the fact that it can consider a wider
range of factors. This research was only carried out in analyzing the formulation of the agenda setting and RPL policy formulation, there was no field implementation analysis and evaluation of the impact of Village RPL policies.

ETHICS STATEMENTS

The studies involving human participants were reviewed and approved by Surabaya State University. The participants provided their written informed consent to participate in this study.

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