



Analysis Evaluation of Intergovernmental Cooperation in Recognition of Prior Learning (RPL) Program in Bojonegoro Regency, Indonesia

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Abstract

This study evaluates the implementation of the Recognition of Prior Learning (RPL) Program in Bojonegoro Regency, Indonesia, using the Context, Input, Process, Product (CIPP) evaluation model for village apparatus. This program is a collaboration between the Ministry of Villages, Development of Disadvantaged Regions, and Transmigration Indonesia (Kemendesa PDTT) with Surabaya State University (Unesa) and Yogyakarta State University (UNY). The RPL program aims to improve the competence of village apparatus and recognize their work experience by converting into academic credit. Using a qualitative research approach and using the CIPP evaluation model. An evaluation analysis was carried out on the collaboration between the regional government of Bojonegoro district and the university (Unesa) and the Ministry of Villages-PDPT on implementing the Village RPL program. The source of data comes from informants extracted from the Ministry of Villages-PDPT, Bojonegoro Regency Government, and Surabaya State University (Unesa) using interviews, observation, and distributing several questionnaires to RPL program participants. The findings show, in terms of "Context," this study identifies the importance of the RPL program as a solution to the education and competency gaps of village apparatus. Strengthening village government authority requires village officials to have administrative and managerial skills to manage village development. In the "Input" aspect, the program is designed with a collaborative strategy between educational institutions and local governments through the implementation of higher education by providing scholarships for village apparatus. The implementation of this RPL also follows guidelines that set out the requirements and assessment process for participants. In term of "Process". this program includes the assessment of participants' portfolio documents by universities to determine the equivalence of learning outcomes with related study programs. Participants then attended online lectures held in accordance with the academic schedule, although there were obstacles, such as digital literacy and limited internet networks. In terms of "Product" analysis showed that this program had a positive impact on improving the competence of village officials. Participants acknowledged new knowledge and skills relevant to their duties, although there was a need for improvement

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in the provision of information regarding the study programs to be taken by participants. The study recoend to encourage strengthening inter-agency cooperation to overcome technical obstacles and improve the effectiveness of RPL implementation.

Keywords: Recognition of Prior Learning (RPL), Intergovernmental, Evaluation Analysis

INTRODUCTION

The development of the concept of governance according to (Klijn & Koppenjan, 2015) conclusions based on literature mapping (Kooiman, 1993; Rhodes, 1997; Pierre & Peters, 2000; Frederickson, 2005; Osborne, 2006; Sorensen & Torfing, 2007) found four dominant tendencies in defining the concept of governance. The four meanings are: a). Governance is good governance or corporate governance, b). Governance as New Public Management, c). Governance as multilevel governance, d). Governance is network governance (both self-steering and non-self-steering).

Interactive governance refers to (Granoff, 2014; Emerson & Nabachi, 2015) defined as all interactions carried out to solve community problems and create community opportunities, including the formulation and implementation of principles that guide such interactions and maintaining the institutions that enable and control them, is the answer to the ever-growing diversity, dynamics, and complexity of society, and a response to major social problems such as poverty and climate change. It shows that this partnership can bridge the potential for mutually beneficial development. Each local government has its limitations. Therefore, regional governments strive to optimize their potential by building relationships based on efficiency, effectiveness, synergy, and mutual benefit, especially in areas involving regional interests.

Cooperation is needed to optimize the implementation of local government in carrying out *public services*, *community empowerment*, and *economic development*. In its development, there are many choices of strategic issues of regional development that can be developed in Intergovernmental cooperation (Intergovernmental network), including the field of Education (Klemencic, M, 2016).

Village autonomy indirectly requires village officials to be able to manage development in accordance with the discretion of their authority (Yudha, E. P., 2020). One of the solutions to cover the gap in education and competence of the village apparatus is to run an equalization program and recognition of previously held work experience qualifications with the Recognition of Prior Learning (RPL) program scheme. The Recognition method can accommodate various types and methods of education

(formal), training (non-formal), skills, and work experience (informal), which can be converted into courses in universities and can then be used to continue higher education levels.

According to (Ma'ruf M. F, 2023), Networking in education development through the Recognition of Prior Learning (RPL) scheme is based on the problem that there is a wide gap in the education map of village officials in Indonesia. Cooperation in improving the human resources of village officials through the RPL program for village officials is an important breakthrough in an effort to address the problem of weak competence of village officials in supporting the main tasks of government in the village.

One of the important agendas in the course of government reform in Indonesia is the effort to adapt to improving the capacity of governance (*Governability*). The shift in the meaning of "*Government*" to "*Governance*" in the understanding of state administration also emphasizes that efforts to increase government capacity empirically are almost impossible to carry out independently; the role of government, private sector, and society is a part that cannot be ignored in the context of governance. Based on this understanding, the concept of *network-based* governance has become an option practiced by many countries in their governance.

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 the beginning of 2022 have designed a collaboration format in the field of Education, especially in order to increase the capacity of Village Heads, village officials, BUMDesa administrators and assistants to improve their competence through the Recognition of Prior Learning (RPL) scheme..

METHODS

This research is a descriptive, evaluative qualitative research using the CIPP (Context, Input, Process, and *Product*) evaluation model. Evaluative research is a design and procedure for systematically collecting and analyzing data to determine the value or worth of an education practice (Gainau et al., 2021) and to answer questions, test, or prove a hypothesis (Salim & Haidir, 2019). The concept of CIPP (*Context, Input, Process, and Product*) model

evaluation was first introduced by Stufflebeam in 1965. Stufflebeam conducted evaluations in ESEA (the Elementary and Secondary Education Act). Stufflebeam believes that the purpose of evaluation is not only to prove but to improve (Mahmudi, 2011). The CIPP model, according to (Huliatunisa Y Et al., 2006; Murwani, 2020), views the success of educational programs as influenced by factors such as student characteristics and environment, objectives and equipment, procedures, and mechanisms. The power of CIPP (Context, Input, Process, and Product) helps evaluators provide important questions for the evaluation. Here is a chart of the CIPP model.

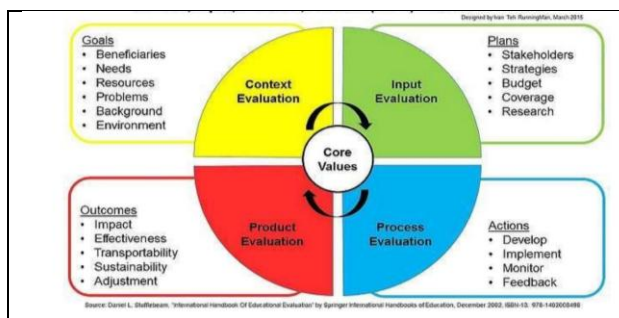


Chart 1: CIPP Evaluation Model (Context, Input, Process, Product)

Source: Stufflebeam (2014)

Data were collected using interviews, questionnaires, and documentation techniques. The interview technique in this study used an in-depth semi-structured interview technique (in-depth interview) with key informants being the Director of RPL UNESA, Head of BPSDM Kementrian Desa-PDPT, staff of DPMPD Bojonegoro, head of the study program, Lecturer majoring in State Administration, Sociology, Out-of-School Education (PLS) UNESA who is involved and knows about the RPL Village Collaboration program in Bojonegoro Regency Government, and Surabaya State University (Unesa) using interview techniques, observation, and distributing several questionnaire instruments to Village RPL program participants. Then, the respondents involved several RPL alumni students from Kapas, Baureno, and Sumberejo sub-districts who used the "Random sampling" method. The questionnaire technique was conducted online using Google Forms to find out the opinions and responses of the respondents. The documentation technique was carried out by collecting documents in the form of MoU, news clippings launching the RPL program, RPS, student grades, and student products. This research instrument uses the evaluation instrument of the Interregional Cooperation Program (Intergovernmental) using the CIPP evaluation model as follows.

Table 1: CIPP Evaluation Instrument of RPL Program

NO	Variables	Indicators
1	Context	The Need for RPL Collaboration Problems in RPL Collaboration RPL Collaboration Opportunities
2	Input	Village RPL Collaboration Objectives Work Plans for Village RPL Collaboration RPL Collaboration Strategy
3	Process	Implementation of Village RPL Collaboration Monitoring and Evaluation.
4	Product	Results of RPL implementation
5	Impact	Village RPL Collaboration to Increase the Competency of Local Human Resources

Source: Researcher Finding

RESULT AND DISCUSSION

The CIPP evaluation model is the most widely recognized and applied model by evaluators. Therefore, the description given is relatively long compared to other models. The CIPP model was developed by Stufflebeam at Ohio State University. CIPP is an abbreviation of the initial letters of four words, namely: Context evaluation: evaluation of context, Input evaluation: evaluation of input, Process evaluation: evaluation of the process, *Product* evaluation: evaluation of results. The four words mentioned in the abbreviation CIPP are the targets of evaluation, which are none other than the components of the process of an activity program. In other words, the CIPP model is an evaluation model that views the program being evaluated as a system. Thus, if the evaluator team has determined the CIPP model as the model that will be used to evaluate the assigned program, then inevitably, they must analyze the program based on its components. Refer to (Arikunto, 2019). CIPP Evaluation Objectives Evaluation is carried out to achieve various objectives by the object of evaluation. The objectives of carrying out the evaluation include:

- Context evaluation serves as a planning decision, namely the evaluation context, to help administrators plan decisions, determine program needs, and formulate program objectives. Context evaluation, to serve planning decisions this evaluation includes planning, program needs, and program objectives (Stufflebeam, 1971) to assess problems, needs, assets, and opportunities (Supriyantoko, Jaya, Kurnia, and Habiba, 2020) related to the objective conditions (program environment) to be implemented (Widoyoko, 2009).*

- b) *Input evaluation and structuring decisions.* Evaluation activities aim to help organize decisions, determine sources, what alternatives will be taken, what plans and strategies to achieve needs, and how to work procedures to achieve them. *Input evaluation and structuring decisions* (Stufflebeam, 1971) help make decisions in determining goals, work procedures, and what strategies will be used in achieving needs (Supriyantoko, Jaya, Kurnia, and Habiba, 2020). Alternative strategies need to be considered in achieving a program (Widoyoko, 2009).
- c) *Process evaluation is used to implement decisions.* This evaluation activity aims to help implement decisions. The questions you have to answer are to what extent a plan has been implemented, whether the plan is in accordance with work procedures, and what should be improved. *Process evaluation, to serve to implement decisions* (Stufflebeam, 1971), identifies a problem in the procedure in the form of either activities or events (Widoyoko, 2009), which aims to capture the extent to which the plan has been implemented and what components need to be improved (Supriyantoko, Jaya, Kurnia, and Habiba, 2020).
- d) *Product evaluation is used to serve recycling decisions.* This evaluation activity aims to help the next decision. The questions you have to answer are what results have been achieved and what is done after the program runs. Product evaluation serves to make recycling decisions and to help further decisions (Stufflebeam, 1971) in interpreting and measuring the results that have been achieved (Widoyoko, 2009) according to the objectives set. The data in this activity determines whether the program can be continued, modified, or even stopped (Supriyantoko, Jaya, Kurnia, and Habiba, 2020).

According to (Wirawan, 2011; Dewi K. S., Lituhayu, D. 2016) said the objectives of the CIPP evaluation include Measuring the effect of the program, assessing whether the program has been implemented in accordance with the plan, measuring whether the program is in accordance with the standards, program evaluation can identify and find which dimensions of the program are running, which are not running, program staff development, fulfilling statutory provisions, program accreditation, measuring the budget of each program, making decisions about the program, to account for program leadership and implementation, providing feedback to program leaders and staff, developing evaluation science theory.

The evaluation characteristics of the CIPP model are basically related to four kinds of assessment, namely: 1) assessing priorities and objectives and then comparing

them with available opportunities, problems, and needs; 2) assessing budget and implementation and then comparing them with target objectives, 3) assessing the effectiveness of a program, 4) assessing the success of a program by comparing effects and results with targets (Stufflebeam & Coryn, 2014). This form of assessment can be based on the success level categories as follows.

Table 2: Program success level categories

Categories of Success Rate	Form of Recommendations
Low	Improve program planning and delivery strategies.
Medium/High	Improve the quality of program delivery.
Very High	developing a program

Source: developed by Jaya & Ndeot (2019)

Checklists in the CIPP Evaluation Model Daniel Stufflebeam developed *checklists* as a guide for evaluators in carrying out the CIPP evaluation model. The function of the checklist is to help evaluators evaluate programs that have relatively long-term goals. Firstly, the checklist enables evaluators to complete the evaluation report on time, thus helping the evaluator group to plan, implement, and deliver effective services to the targeted beneficiaries. In addition, the checklist helps to review and assess the history of the program and provides a summative evaluation report and its significance and benefits.

According to Stufflebeam, as cited by Wirawan (2016: 95-102). There are nine *checklists* to consider in the CIPP evaluation model, including 1) Context evaluation; Accessing needs, assets, and problems in a defined environment; 2) Input evaluation; Capturing, analyzing, and assessing strategies, work plans, and budgets for various approaches, 3) Process evaluation; Monitoring, documenting and assessing program activities, 4) Effect evaluation. Capturing and assessing data on programs that reach targeted audiences; 5) Effectiveness evaluation; Examining and assessing the significance of outcome benefits; 6) Sustainability evaluation; Capturing, analyzing, and assessing how high the contribution of a successful program is institutionalized and sustained over time, 7) Transportability evaluation; Accessing how far a program is late or can be successfully adapted or applied elsewhere, 8) Meta-evaluation; Assessing an evaluation's adherence to relevant standards of good evaluation, 9) Synthesis of the final report; Drawing together the findings of the evaluation to explain to all audiences what was attempted, done, achieved, as well as the lessons learned, and the basis for assessment of the program.

a. Context evaluation

This evaluation is more concerned with providing information for setting good objectives, formulating the relevant environment, and identifying problems related to learning programs or activities, as well as educational activities. Context evaluation is also intended to provide information to formulate goals and objectives, for example, in curriculum evaluation. Context evaluation can be carried out in aspects of curriculum objectives, curriculum preparation rationale, and institutional objectives. Context evaluation begins with conceptual analysis in identifying and formulating the domains to be assessed, followed by empirical analysis of the aspects assessed through surveys and tests. The next section involves both methods (conceptual analysis and empirical analysis) in order to find the main problems in the assessed aspects. Context evaluation is used to answer the question of what needs to be done. It identifies and assesses the needs underlying the program. Context evaluation is the situation or background that influences the type of educational objectives and strategies. Context evaluation is an effort that describes and details the environment, unmet needs, population and sample served, and project objectives.

b. Input evaluation

Input is the raw material that is transformed. With this assessment, we want to know whether he will be able to follow the lessons and carry out the tasks that will be given to him. (Arikunto, 2015), Input Evaluation seeks answers to the question of what to do. This evaluation identifies problem assets and opportunities to help decision-makers define goals and priorities and help a wider group of users assess the goals, priorities, and benefits of the program, as well as alternative approaches, action plans, staffing plans, and budget targets. The main purpose of input evaluation is to determine how inputs are used to achieve program objectives. By understanding the quality of inputs, a reasonable and controlled approach to program implementation can be developed. Constraints can be identified and addressed as best as possible. The assessment of inputs can also be developed in the process of program cooperation by conducting a thorough search for information on the inputs of cooperation activities. The inputs that are assessed include the cooperation actors, students of the RPL Village program, facilities that support the RPL Village program activities, media, and cooperation strategies for utilizing resources in the RPL Village program cooperation.

c. Process Evaluation

Process evaluations seek to answer the question of whether the program is being implemented. It seeks to assess the implementation of the plan to help program staff

implement activities and then help a wider user group assess the program and interpret benefits. The process is likened to a machine that is in the process of transforming raw materials into something that is in a mature state. Process evaluation in the CIPP model refers to “what” activities are carried out in the program, “who” is appointed as the person in charge of the program, and “when” the activities will be completed. Understanding the CIPP model, process evaluation is directed at how far the activities carried out in the program have been carried out in accordance with the plan. Questions for the process include: 1) Is the implementation of the program in accordance with the schedule? 2) Are the staff involved in the implementation of the program able to handle the activities during the program and possibly if it is continued? 3) Are the facilities and infrastructure provided maximally utilized? 4) What obstacles were encountered during program implementation and the possibility of continuing the program? Process evaluation is intended to provide periodic feedback on the implementation of the program. It is also intended to control the procedures and plans that have been developed. In this way, it can detect or predict everything that might happen during the implementation of the program.

Overall, it can identify or monitor what is happening, why it is happening, which components are not functioning, what aspects are less active, or what obstacles often arise and need to be overcome. Process evaluation of inter-regional cooperation activities in the implementation of the RPL Village program can be carried out during the activity/program. Process evaluation in this study can be carried out by identifying whether the program cooperation plan prepared can be implemented correctly. What possibilities were obtained, and what obstacles were found during its implementation? The assessment should continuously monitor and identify the sources and weaknesses of the educational process, such as staffing and equipment, communication, and facilities. Another thing that needs to be done in this type of evaluation is to record all important events, which are listed in the design of activities and the implementation of the cooperation process of the RPL Village program.

d. Product or outcome evaluation

Product evaluation is conducted at the end of a program or activity. This evaluation is intended to measure the achievement of objectives that have been set previously based on certain standards and criteria. Product evaluation is directed at finding answers. It seeks to identify and assess outputs and benefits, both planned and unplanned, both short-term and long-term. Both help staff keep efforts focused on achieving the benefits that matter and, finally, help the wider user group measure the success

of efforts in achieving targeted needs. Outputs are the finished materials produced by transformation.

In the context of this study, each aspect of the CIPP variable is translated into several indicators based on criteria relevant to the understanding of the basic variables. The following are details of the variables translated into several key indicators in the village RPL program in Bojonegoro district:

Table 3: CIPP evaluation aspects of the RPL Cooperation Program

Variable	Indicators	Activities
Context	RPL Cooperation Needs	Cooperation in the village RPL program is required
	Issues in RPL Cooperation	Identification of problems that require the importance of RPL Village
	Opportunities for RPL Cooperation	Terbukanya peluang Opportunities for cooperation in RPL Village
Input	RPL Village Cooperation Objectives	Identification of the vision, mission, and objectives of RPL Village Cooperation
	Work Plan in Village RPL Cooperation	There is a cooperation design in the Village RPL Program.
	RPL Cooperation Strategy	There is a strategy in the implementation of RPL Village.
Process	Implementation of RPL Village Cooperation	Stages in the implementation of RPL Village cooperation
	Monitoring and evaluation	Monitoring and evaluation activities in the RPL Desa cooperation
Product	RPL implementation results	Results of the RPL Village cooperation program achieved
	Impact of RPL Village Cooperation	RPL Village cooperation has an impact on increasing the competence of village officials

Source: Interpretation of CIPP Analysis

Description of the analysis of the Context Aspect in Village RPL cooperation

Along with the implementation of Act No. 6 of 2014 concerning villages, the wider authority of village governments is in managing village activities and

development. This increasingly extensive authority requires the competence of village officials so that village fund management can develop in various aspects. For this reason, in its implementation, the village officials must have intelligence, knowledge, and skills related to their work.

Development actors and village community empowerment activists play an important role in village development. Their involvement and empowerment of village communities have important learning value. So, to accelerate the achievement of sustainable development goals and improve the quality of human resources in villages, it is necessary to recognize prior learning of work experience in villages into course credit for further education at the Bachelor/D4, Masters, and Doctoral levels. Kemendesa-PDPT, 2021).

Head of Ministry of Village, Development of Disadvantaged Regions And Transmigration (Kemendesa-PDPT) said that it is necessary to think about reducing the gap between the competency needs of village officials and the need for increasingly modern village government services through strengthening education. This condition is certainly not good news amidst the complexity of the direction of Village development, which, according to Act Number 6 of 2014 concerning Villages, seeks to improve the welfare of Village communities and the quality of human life as well as poverty alleviation is carried out through: a). provide 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 Village, Development of Disadvantaged Regions And Transmigration (Kemendesa-PDPT), as well as regional governments (especially districts), to overcome this problem.

We will look at the context of each party implementing the intergovernmental network's needs, problems, and competencies. The cooperation network that is realized in the RPL program that has between the Ministry of Villages-PDPT, UNESA, and UNY is theoretically in line with what (Patterson, J. J., & Beunen, R, 2019) defined as which states that: "inter-governmental 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 RPL program conducted by the Ministry of Villages, Development of Disadvantaged Regions and Transmigration (Kementriandesa-PDPT), Surabaya State University (Unesa), and Yogyakarta State University (UNY) is part of a joint effort to solve the problem of village human resource gaps in Bojonegoro district.

Analysis of Input Aspects in Village RPL Collaboration

According to the Head of the Human Resources Development and Community Empowerment Agency, Ministry of Villages PDTT, Prof. Dr. Luthfiah Nurlaela, M.Pd., (11/02/2021). Saying that: "This RPL program is for human resources involved in village governance. The P5MD RPL (Education Improvement for Development Actors and Community Empowerment through Recognition of Past Learning) or Village RPL program is an effort by the Ministry of Village to improve the quality of human resources in villages.

In this context, the choice of intergovernmental network-based cooperation is important for development in various fields, including education. Networking in education development is based on the problem of a wide gap in education in Indonesia. The next problem is the distance between educational institutions, especially universities, and external entities, so they do not seem connected. The term cooperation (cooperation) as a breakthrough in the pattern of relationships between government institutions, according to (Rosen, 1993 and Yuwanto, 2015), has long been known and conceptualized as a source of efficiency and quality of service.

This regulation is inseparable from the development of the Public Administration paradigm, which shifts the word Government to Governance. These changes have become a way to shift the meaning of the word Government, which until now was only a single actor, has become the meaning of governance, leading to the involvement of actors outside the government (private sector, society, and other parties). Practical developments then lead to the implementation of good governance.

Based on a study (Darniyus & Warsono, 2020), cooperation in education, especially between universities and the government, is a model of cooperation that has long been built and developed by developed countries. Since 1970, it has used university research results as input and guidance in policymaking. According to (Sahlberg, 2011), as quoted by (Darniyus and Warsono, 2020), it is a reform of the form of the educational curriculum. The findings of (Afzal et al., 2017), as quoted by (Warsono, 2020), show that several universities in neighboring Malaysia have collaborated with the government to improve performance. As a result, Malaysia was able to develop regional areas.

The RPL development and implementation strategy is layered with principles: 1. Prioritizing transparency and accountability. Information about the implementation process and requirements for participating in RPL must be widely accessible to both individual users who need it and

the general public. 2. The institution or agency organizing RPL must be accredited by a national-level accreditation body, have a valid mandate from the relevant institution or body, and have authority for this matter. 3. Demonstrate quality awareness of the implementation and implications of RPL on graduates, in particular, and the wider community in general. 4. Every institution or agency that organizes RPL must conduct continuous evaluations to ensure the achievement of the quality of graduates by established standards. 5. Organizers of courses and training that have a multi-disciplinary nature need to consider the possibility of organizing RPL programs (Kemendesa-PDTT, 2021)

Analysis of Process Aspects in Village RPL Collaboration.

The implementation of Village RPL in the Bojonegoro district is based on various conditions and strategic issues related to Village human resources problems. The Bojonegoro Regency Government, according to Regent Ana Muawanah, in the inaugural lecture and launching of the RPL Program held at Surabaya State University (Unesa) on March 30, 2022 (Kelana Kota, 2022), described that the villages have needs that continue to grow and develop by their nature and characteristics. After infrastructure needs are considered by the Bojonegoro Regency Government, the next need is to improve human resources. For the general public, the Bojonegoro Regency Government already has a one-village program for two scholars and scientists, which is already running. In 2021, the Bojonegoro Regency Government distributed scholarships to 288 students with a total budget of IDR. 39,700,000,000.

According to Luthfiah Nurlaela, Head of the Human Resources Development Agency and PMDDTT Ministry of Village PDTT) who is also a professor at Surabaya State University (Unesa), in an article in the daily Jawa Pos, he said that it is a program that aims to improve Village Human Resources, which is the key to Village Development (Nurlaela, 2022). Village RPL Program Design:

- a) Collaboration between the Ministry of Villages, Universities, and the Bojonegoro Regency Government
- b) The Ministry of Villages encourages improving human resources in villages
- c) The university recognizes the work experience of village development activists and the convenience of studying
- d) The Bojonegoro Regency Government recruits and finances/provides scholarships to village development activists

- e) The scholarship is in the form of UKT, amounting to 5,400,000 per semester.

According to data from the Community and Village Empowerment Service (DPMD) of Bojonegoro district, the factual condition of human resources for village officials in Bojonegoro district is seen from the background or level of education as follows:

- There are 2,493 Village Heads, Village Officials, and BPD who have not yet graduated (with a high school diploma)
- 1,203 BUMDesa administrators have not yet graduated (with a high school diploma)
- There are 19 professional Village assistant staff who have not yet graduated (with a high school diploma)

Based on these conditions, the Bojonegoro district government has a commitment to improving rural human resources. The Bojonegoro District Government continues this by providing RPL scholarships for village development activists at Surabaya State University (Unesa) and Yogyakarta State University (UNY). The objectives of the Village RPL Scholarship include: a) Increasing the capacity and motivation of village development activists through recognition of experience in village development, b) Providing opportunities for Village Heads, Village Apparatus, BPD Members, BUMDesa Managers, and Village Professional Assistant Staff to pursue higher education through Village RPL, c) Implementation of the Bojonegoro Regent's mission in realizing sustainable improvement in the quality of human resources.

The targets for the 2022 RPL scholarship are: a). Village Head, b). Village Officials, c). BPD members, d). Bumdes/Bumdesma Manager and e). Village Professional Assistance Personnel. In detail, the recipients of the 2022 Village RPL Scholarship for Bojonegoro district are as follows:

Table 4: Data on the number of RPL participants in Bojonegoro Village based on majors at Surabaya State University.

No	Program Studi	Jumlah
1	Akuntansi	124
2	Manajemen	96
3	Pendidikan Luar Sekolah	29
4	Sosiologi	75
5	Administrasi Publik	283
Jumlah		608

Source: DPMD Bojonegoro

Furthermore, the Bojonegoro district government formed a village RPL team. An essential task of the district RPL team is to facilitate village officials. Who carries out the task:

- Consultation with the RPL Team at the University: The applicant consults with the RPL Team about the procedures that followed.
- The RPL team assists applicants in identifying study program options, which allows them to find study programs that match their learning outcomes at previous universities.
- The RPL Team directs applicants who need further substantial deepening to academic advisors in the faculty/department.

Partially, the RPL learning mechanism in the credit transfer scheme can be referred to in the Minister of Research, Technology, and Higher Education Regulation Number 26 of 2016 concerning Recognition of Prior Learning and is strengthened in the Ministry of Village PDTT number 122 of 2021 concerning Prior Learning Guidelines. In summary, the role of high-level jokes in the RPL concept is as shown in the following chart:

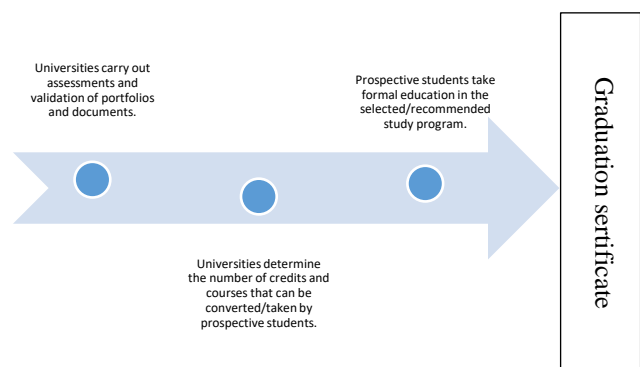


Chart 3: Credit transfer mechanism for the Bojonegoro government's RPL Program, UNESA

Source: Minister of Research, Technology and Higher Education Regulation Number 122 of 2021

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 student participants in RPL. (Bojonegoro Regency Government 2022). Assessments carried out by Surabaya State University (Unesa) and Yogyakarta State University (UNY) as Partner Universities carry out an assessment of portfolio documents of prospective RPL students to assess the equality of content and level of learning achievement in the targeted university study program courses. Content equivalency assessment based on the acquired knowledge and skills covered in a course, and level assessment based on reading and contemporary knowledge, understanding of critical thinking, problem-solving, relevance to practice, ability to work

independently, concern for social and ethical issues, 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 procedures and criteria established for each study program, course, or group of courses.
- 2) Determine the conversion weight of the Village RPL.
- 3) Develop village RPL participant selection guidelines, registration forms, and assessment tools.

The next stage is for the university to determine the number of credits and courses that can be converted/taken by prospective students. The assessments carried out in activities must, of course, be in line with the competency and quality standards set by the university. In this activity, the document assessment process for prospective Village RPL participants must guarantee confidentiality, validity, and trustworthiness. Simatupang (2017) compared with the assessment method for passing a course or module. So technically, the RPL assessment process consists of:

- a) Preparing, understanding, and complying with standard assessment guidelines.
- b) Identify and sort relevant evidence.
- c) Assess relevant evidence using various assessment methods that are appropriate to the evidence.
- d) Compile and calculate assessment results from all aspects.
- e) Converting the assessment results into the number of recognized credits.
- f) Compile an official report as a basis for issuing a decision letter by the authorized party.
- g) Issue a decision letter.
- h) Announce results and decision letters transparently.

At this stage, Surabaya State University is preparing an electronic-based application system through the Surabaya State University Prior Learning Recognition Information System (SIM-RPL). SIM-RPL is a system specially designed as a means or facility that supports the management of Prospective Students for the Recognition of Prior Learning Program (RPL) at Surabaya State University. SIM-RPL presents RPL's student data, curriculum, recognized courses, and recognition results that can displayed for each study program. The initial appearance of the Unesa RPL-SIM can be seen as shown in the following image:

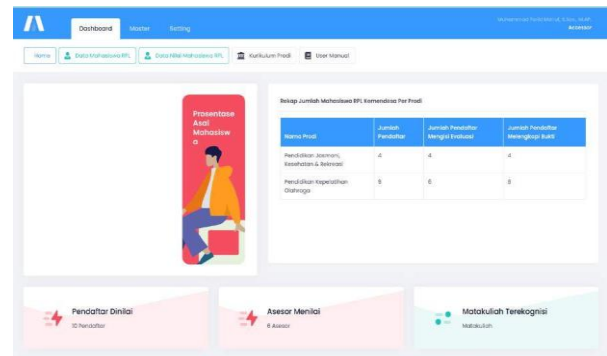


Figure 1: Initial display of the Unesa RPL Management Information System (SIM-RPL) application

Source: rpl.unless.ac.id/home#

The requirement for filling in data on SIMRPL is that prospective students have registered and completed all the required documents at PMB. Unless.ac.id. After filling in all the complete data, prospective students can log in to rpl.Unesa.ac.id using the email address and password used when logging in at SPMB Unesa. The RPL Information System is a forum for prospective RPL students to upload relevant evidence submitted in RPL registration at Surabaya State University. In addition, students can fill in a self-evaluation table for submitting recognition from several courses that will be finalized (recognition), with a choice of types of evidence documents submitted from documents uploaded on the "Relevant Evidence submitted" form through the prospective student data verification process. To facilitate the use of this application, the SIM-RPL page also provides a user manual that users can download. Verification is carried out to test the suitability of the proposed requirements with documentary evidence (portfolio) of prospective village RPL students.

The stages in 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: a). RPL program must attend lectures according to the provisions. b).RPL program participants must report study progress periodically by the provisions, c). RPL Program Participants are required to prepare a final project, which will be a thesis or dissertation related to Village development and Village community empowerment, d).RPL Program participants are required to complete the study on time. RPL program participants have the right to receive assistance during the study period and completion of the final assignment.

Surabaya State University has started lectures since March 2022 or at the same time as the launch kick-off of the RPL Program on March 30, 2022. After the

signing of the Kemendesa_PDTT, UNESA, and UNY Cooperation with the Bojonegoro district government on April 5, the first lecture was held in a public lecture forum, which featured the minister Village-PDTT, Chancellor of UNESA, and Regent of Bojonegoro as speakers.



Figure 2: First RPL Village Lecture at Unesa

Source: Humas Unesa

The implementation of RPL Lectures in the Public Administration department at UNESA can describe the design and mechanism of RPL lectures at UNESA. Technically, based on the conditions of the COVID-19 pandemic and the Unesa Chancellor's Circular, program RPL lectures are conducted online (in the internet network) synchronously. RPL program lectures at UNESA begin with information on lecture schedules, class divisions, introduction to study programs, introduction to courses, and Semester learning plans (RPS). During 16 meetings, students attended online exposure lectures and received project-based assignments (Project-based learning). At the 8th meeting, a mid-semester evaluation (Mid-semester Examination) and Final Semester Examination (UAS) will be carried out at the 16th meeting.

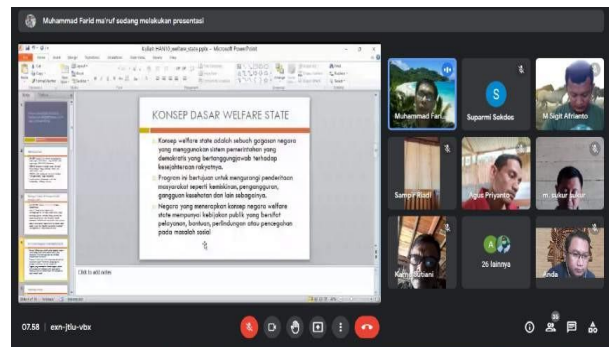


Figure 3 Online Village RPL Lectures

Sourcer: Researcher documentation

In Addition, to increase RPL students' knowledge, the UNESA Department of Public Administration has invited RPL students several times to participate in various webinar activities and discussions via Zoom. The impact of this activity is in line with what was formulated by Pande et al., as quoted from (Sukmawidewi Nugraha, 2021), that all traits, abilities, and skills possessed by a person (village government officials) 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 successfully.

During the RPL lecture, several interesting findings can be observed as obstacles and important input for improving the implementation of the next RPL. The first thing is the problem of synchronizing lecture schedules, considering that RPL students are Village heads and village officials who must provide services to the Village community. The second obstacle is related to the digital literacy of RPL Village participants. Based on the interview results, some RPL Village students have a new experience, so they must adapt to the online lecture model. The next obstacle is related to the network; in several meetings, it needs to be connected to the internet network. According to several students, this is due to weather factors and the lack of internet access in the village.

Description of the evaluation of product aspects in Village RPL collaboration

Results of implementation and impact of RPL Program collaboration. Researchers distributed a number of questions via Google Forms. The list of questions given varies according to the target informant. In this case, 126 respondents filled out the Google form the researcher had distributed. The 126 respondents are Bojonegoro Village officials participating in the Prior Learning Recognition Program (RPL) at Surabaya State University. In the following, we present a diagram based on the results of the questionnaire.

First question: "How is the transparency of RPL implementation in Bojonegoro Regency, including registration, participant requirements, and other information that is conveyed clearly and transparently?"



Figure 4 Diagram of Transparency Levels for Implementing the Village RPL Program

Source: Research Finding

Based on diagram four, the results obtained that 98% said they were transparent, 1% said they were quite transparent, and 1% said they were not transparent enough. It can be concluded that the majority of the RPL participants consider that the implementation of RPL in Bojonegoro Regency, including registration, participant requirements, and other information, has been transparently and evenly conveyed. In addition, in-depth interviews with informants revealed what information on the implementation of the RPL had been conveyed well. Is this proven by the existence of an official invitation letter issued by the Bojonegoro Regency Government, which delegates to the smallest level of government, namely the sub-district? So that all village officials at the sub-district level can understand the mechanism for implementing RPL. This statement is the same as that made by the RPL participants, which states that the implementation of the RPL is quite transparent and clear. At the beginning of the RPL notification, an online Zoom meeting forum is held regarding RPL procurement. Apart from that, there is also an official copy of the letter regarding RPL information. "Also, a sub-district post provides facilities to accommodate village officials joining RPL learning."

In addition, information on the implementation of the RPL program is further divided by online socialization via Zoom meetings, which are attended by almost all village officials in Bojonegoro Regency and, of course, the sources relevant to the RPL, such as the Ministry of Village PDTT and the Bojonegoro Regency Government itself. Thus, the mechanism for implementing the RPL program in Bojonegoro Regency has been transparent. It was hoped that the government concerned would plan a strategy for implementing this program the following year as well as this year or even improve by holding educational training

in stages. So that RPL participants can better prepare for both soft and hard skills.

Second question: "Do students have the basic knowledge to take part in education using the RPL method (last educational diploma, certificate, work experience)?"

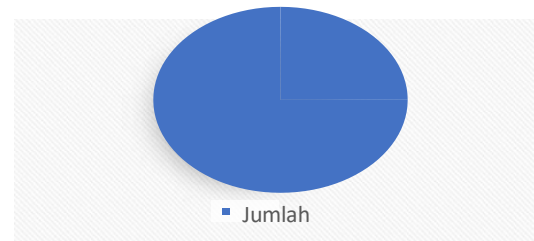


Figure 5 Diagram of Basic Knowledge Level of Village RPL Program Participants

Source: Research Finding

Based on diagram five, data was obtained from 126 village officials who already have the basic knowledge to participate in education using the RPL method. Documents supporting the implementation of the RPL program are also attached during the registration stage, starting from the latest educational diploma, skills certificate, work experience, Decree, and other files that can strengthen the participant's experience in registering as an RPL Program participant.

The results of the interview with an RPL participant stated that RPL participants had prepared several training certificates and work experience. Preparing computer training certificates, cooperative training, and attaching a BPD Decree. Thus, the selected Village RPL participants are village officials with basic knowledge, work experience, and high commitment. It is hoped that Village RPL managers will be able to select Village RPL participants fairly and transparently without nepotism.

Third question: "Do students have the basic skills to take part in education using the RPL method (last educational diploma, certificate, work experience)?"

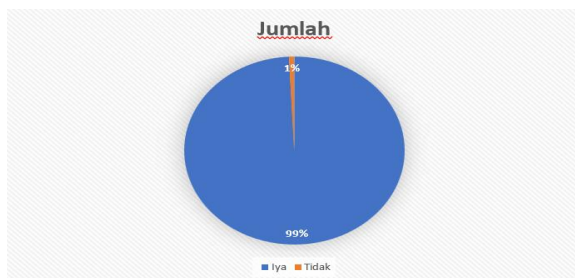


Figure 6: Diagram of Basic Skill Levels of Village RPL Program Participants

Source: Research Finding

Based on the diagram above, the results obtained were 99% said "yes" and 1% said "no." So, 125 people have the basic skills to participate in educational activities using the RPL method, and one person needs to gain the essential skills to participate in educational activities. Seeing the answers from these respondents, the government is responsible for providing gradual and intensive education and training to Village RPL program participants before participating directly in a series of RPL activities.

Meanwhile, the RPL Participants said that they have prepared several documents, such as high school diplomas and work experience, both as an implementation team in a village, an election committee team, and so on. We also have appropriate technology certificates; of course, there are SKS that can be used as skills attachments, too.

Following up on the results of these interviews, it is hoped that the government will be able to provide education and training activities so that Village RPL participants can improve and develop their basic skills, which will then be adjusted to the study program they choose.

Fourth question: *"Do students have good attitude values when participating in education using the RPL method?"*

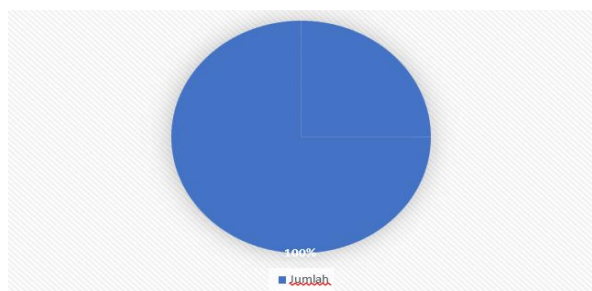


Figure 7: Attitude Level Diagram of Village RPL Program Participants

Source: Research Finding

The diagram above shows a percentage of 100%, which means 126 respondents said that they had good attitude values to participate in education using the RPL method. Based on program participants' confessions, even though their activities as Village officials are sufficient, they still try to adjust their working hours to their study time. Sometimes, multitasking requires working and studying at the same time. Therefore, the value of a good attitude also includes adjusting hours and self-adapting during RPL program lectures, considering that this program is the same as attending lectures for general students. However, the difference is that the mechanism of this program is fully online.

Fifth question: *"Do students have sufficient initial information about the chosen study program?"*

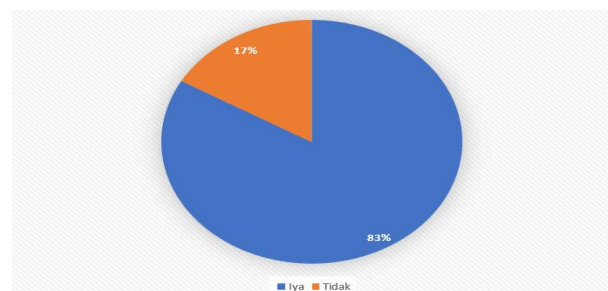


Figure 8: Diagram of Village RPL Program Participants' Level of Understanding of Information regarding the Study Program

Source: Research Finding

Based on the diagram, as many as 83%, or 105 people, know information related to the selected study program, and the remaining 17% or 21 people, do not know the information related to the selected study program. Of course, this problem is one that is taken seriously. Basically, Village Government RPL participants undertake education using the RPL method; they must have an understanding and basic knowledge of the study program that they will choose. So they have an idea of the scope or coverage of the study program. Researcher interviews also obtained information that not all participants knew the study program they had chosen. They realized that after I finished my lectures, there were many courses that were relevant to my duties as a village official. In this case, it is very unfortunate if RPL participants do not know the information regarding the study program that will be taught during RPL program lectures. The university has a full role in providing information on what study programs can be taught during RPL lectures. That way, RPL participants do not experience significant culture shock.

Sixth question: *"Does your field of duties and functions choose the study program?"*

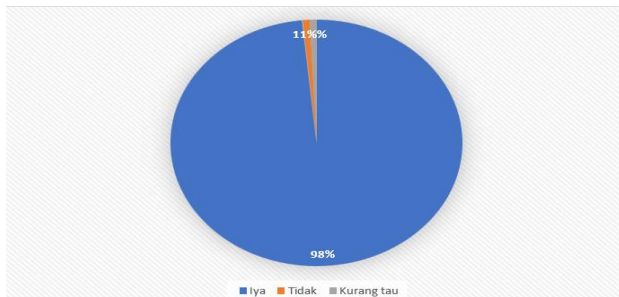


Figure 9: Diagram of the Level of Conformity of the Study Program with Duties and Functions as Village Officials

Source: Source: Research Finding

The results of the answers from 126 respondents were that 124 people answered "yes," 1 person answered "no," and one other person answered "don't know." Basically, the respondents are Bojonegoro district village officials. Of course, this profession is linear and relevant to the science of the Public Administration department, which includes the mechanisms and governance of government administration. It can be said that the scope of the Public Administration major is in accordance with the duties and functions of Bojonegoro Regency village officials. This is in line with the statement made by RPL participants. They said that State administration knowledge is relevant to positions in village government. One of the courses is general deliberation and public policy, which covers daily routine activities in the village.

Therefore, in this case, the course lecturer has full authority to optimize the delivery of the material so that the objectives of the RPL program can be achieved optimally. As a result, a balance is created between the theory taught by lecturers, and also the application of this theory in daily life as village officials.

Seventh question: "Do you feel you have gained new knowledge after attending RPL lectures?"

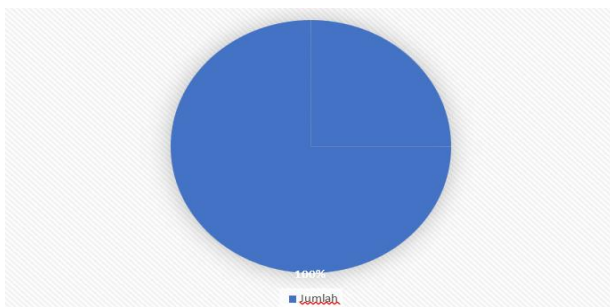


Figure 10: Diagram of Village RPL Participants' Level of Acquisition of New Knowledge While Attending RPL Lectures

Source: Research Finding

The diagram shows that 100% of respondents said they felt they had gained new knowledge after attending RPL lectures. Not a few of the respondents added that they also had new insight and knowledge while attending the RPL lectures, which, of course, was in line with the main tasks they carried out while serving as village officials in the Bojonegoro district. Not only were new insights gained, but Village RPL participants were also able to exchange ideas and brainstorm on public service innovations in their respective villages, so they were able to discuss actively and get constructive input and suggestions for the sustainability of work programs in their respective villages as well. The RPL participants said that they had new knowledge. Those who previously did not know these terms, it turns out that after getting the theory in lectures, they know the terms that are relevant in the daily task activities of village officials. Thus, it is hoped that this RPL program will be implemented continuously in the following years, and will increase the quota of RPL participants. So, it will increase opportunities for village officials in Bojonegoro Regency to gain knowledge and obtain education, which can be applied to carry out their duties as village officials in Bojonegoro Regency.

CONCLUSION

Descriptive qualitative research that is descriptive evaluative in nature using the CIPP (*Context, Input, Process, and Product*) evaluation model on the implementation of cooperation between regional governments carried out by the Ministry of Villages-PDPT, Bojonegoro Regency Government and UNESA. Several important things that can be explained from the implementation of the RPL program Collaboration program in Bojonegoro are as follows:

- 1). Collaboration and support from educational institutions (universities) is a strategic solution in improving village human resources,
- 2). The concept of Recognition of Prior Learning (RPL) is synchronous with the functions and competencies of Higher Education in preparing personnel who have knowledge and skills in the field of village government administration and village community empowerment,
- 3). The implementation of the RPL program in a collaborative perspective between Surabaya State University (Unesa), Yogyakarta State University, and the Bojonegoro district government has been carried out in accordance with the principles and stages of Cooperation and
- 4). There are several technical obstacles in implementing activities, for example, related to access to internet

networks, digital literacy of RPL students, and other obstacles.

Recommendation

The evaluation theory can be used to explain the analysis of inter-regional government cooperation in the implementation of the RPL-Village Program in Bojonegoro, which has been adapted to the evaluation instrument. Based on the findings from the analysis of the CIPP (Context, Input, Process, Product) evaluation model regarding the implementation of the village RPL program collaboration in Bojonegoro district, the recommendations that can be offered by this study are:

- 1) Expanding cooperation between government and private levels in increasing the competency of village officials through the Village RPL scheme,
- 2) Strengthen the role of cooperative actors between regional governments
- 3) Resolving technical obstacles by improving facilities that can support the Village RPL lecture process.
- 4) Strengthen the design of village RPL collaboration with the perspective of village community needs.

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