
Analysis of Implementation of The Acceleration of Midwife Education Program through The Mechanism of Recognition of Past Learning (RPL) at Poltekkes Kemenkes Padang

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Abstract

Community needs for quality health services are increasing, in line with developments happening in the world today. Health workers are one of the main factors in health service efforts so that it is necessary to improve the quality of health workers. One of the efforts to improve the quality of health workers is through education. Recognition of Past Learning (RPL) as outlined in the Minister of Health Regulation Number 41 of 2016 concerning the Program for Accelerating the Improvement of Education Qualifications for Health Workers. knowing how to implement the Accelerated Nursing Education Program through the Recognition Mechanism of Past Learning (RPL) at Poltekkes Kemenkes Padang, using qualitative research methods with research designs using the Rapid Assessment Procedure (RAP) or rapid assessment procedures. Research result that the implementation of the Midwifery Education Acceleration Program through the RPL Mechanism at the Health Polytechnic of the Ministry of Health Padang has been going well despite experiencing several obstacles in program socialization and technical implementation of learning related to the status of students' study permit.

Keywords: *Recognition of Past Learning, acceleration, education, midwives, recognition*

INTRODUCTION

In order to respond to the demands of developments occurring in the world and the community's need for excellent health services and accompanying the advancement of science and technology, the Government has set the minimum qualification for education for health workers is Diploma III . This is stated in Law no. 36 of 2014 concerning Health Workers, article 9 which states that "health workers must have a minimum qualification of Diploma Three except for medical personnel". Furthermore, Article 88 states that "health workers who have graduated from education under Diploma Three who have practiced, are still given the authority to practice as health workers for a period of 6 (six) years after the Act is enacted in 2020.

The number of health workers who do not have educational qualifications according to the mandate of the Health Manpower Act is still very large. Based on data from the State Civil Service Agency (BKN) in April 2015, there were still 74,601 health workers spread across 34 provinces who were still educated at the level of Secondary Education (JPM) and Diploma I (JPT-DI) Higher Education Level or did not have Diploma III qualifications. (Ministry of Health Human Resources Education Center for Health, 2017). These health workers work in government-owned health service institutions which if they want to continue their career as health workers, they must improve their qualifications. Health workers who do not have the minimum qualifications according to the law come from various health sectors, namely (1) midwives totaling 19,608 people; (2) 2 nurses totaling 38,944 people; (3) medical laboratory technicians totaled 2,935 people; (4) dental nurses totaled 3,971 people; (5) pharmacist assistants totaling 5,282 people; (6) sanitarians totaling 2,461 people; and (6) nutrition of 434 people (Health Human Resources Education Center, Ministry of Health, 2017).

That number can get even bigger. if coupled with health workers who work in private health care institutions. If by the time limit of the transition period stipulated by the law, the health worker has not increased his education to Diploma III level, then his/her status will be decreased to become assistant health worker, as regulated in Permenkes Number 80 of 2016 concerning the implementation of assistant health worker work. This change in status will have an impact on both health workers and services in health care facilities.

Facing these conditions, to ensure the acquisition of higher education as mandated by Law Number 20 of 2003 concerning the National Education System and Law Number 12 of 2012 concerning Higher Education, the government is expected to provide the widest opportunity for every citizen to continue their education. As a commitment of the Ministry of Health in improving the education of health workers, the Program for the Acceleration of Education of Health Workers was developed through Distance Education (PJJ) at Poltekkes and affirmation of education through Recognition of Past Learning (RPL) as outlined in the Minister of Health Regulation No. Health. The program that has been developed is an effort to answer the challenges of the large need for health workers to obtain further education, increase competence, develop careers, and improve the quality of services to the community without leaving their place of duty. Presidential Regulation of the Republic of Indonesia Number 8 of 2012 concerning the Indonesian National Qualifications Framework and Regulation of the Minister of Research Technology and Higher Education Number 26 of 2016 concerning Recognition of Past Learning provides wider opportunities for everyone who wants to continue their education to higher education through Recognition of Past Learning (RPL). RPL is a process of acknowledging a person's Learning Outcomes (CP) obtained through formal or non-formal or informal education, and/or work experience. Recognition of this learning achievement is aimed at placing individuals at certain qualification levels in accordance with the Indonesian National Qualifications Framework (KKNI).

In developing the Affirmation Program through Recognition of Past Learning (RPL) for health workers, the Ministry of Health (Kemenkes) collaborates with the Ministry of Research, Technology and Higher Education (Kemenristek Dikti) in establishing a program to increase the competence and qualifications of Health Workers Education from the Middle Education Level (JPM). and Diploma I to Diploma III. Through RPL, health workers who have had work experience, non-formal, informal and previous education can recognize learning achievements in formal education at the Diploma III qualification level. With the recognition of this learning achievement, health workers who are currently working in health service institutions can continue their education to the Diploma III qualification level without having to take all the courses in that qualification level.

The Affirmation Program through Recognition of Past Learning (RPL) is currently being implemented for midwives, nurses, pharmacists, dental nurses, environmental health, health analysts, nutrition as well as medical records and health information. For midwives, the RPL scheme itself has been implemented in several countries, such as Sweden and Australia. The aim of the RPL program in Sweden is to provide opportunities for *health care assistants* to become *licensed practical* midwives. The majority of students from the midwifery RPL program in Sweden work in the rural midwifery sector (Sandberg, 2014). While in Australia, RPL has been implemented for more than ten years and is part of the vocational education and training system in Australia (Pryor, 2012).

While in Indonesia, this RPL is something that has just been implemented, considering that the underlying policy was only made in 2016. The Program for Accelerating Education of Health Workers through Recognition of Past Learning (RPL) was inaugurated by the Minister of Health in September 2017 and began to be implemented in October 2017 in 30 Universities (PT) Rayon, 387 PT Sub Rayon and 55 PT Mitra which have been determined based on the

Decree of the Minister of Research Technology and Higher Education Number 113/M/KPT/2017 concerning Higher Education.

Organizers of the Education Acceleration Program through Recognition of Past Learning. PT Rayon is a PT builder which has the task of planning, preparing, implementing, reporting, and evaluating the implementation of the Health Workers Education Acceleration Program through RPL in an integrated and comprehensive manner. PT Mitra has the task of helping implement and determine the quality assurance of the implementation of the Health Worker Education Acceleration Program through RPL as determined by PT Sub Rayon. The Study Program (Prodi) that organizes RPL consists of DIII Midwifery, Nursing, Pharmacy, Dental Nursing, Environmental Health, Health Analysts, Nutrition and Medical Records and Health Information in Universities owned by the government (Poltekkes Kemenkes) and private.

Table 1. Number of Study Programs that implement RPL

No	Department	Number of Institutions			Total
		Area	Sub Area	Partner	
1	DIII Midwife	5	160	14	179
2	DIII Nurse	5	128	18	151
3	DIII Pharmacy	4	20	6	30
4	DIII Dental Health	4	13	2	19
5	DIII Environmental Health	3	19	5	27
6	DIII Health Analyst	3	22	5	30
7	DIII Nutrition	3	22	6	31
8	DIII Medical Record and Health Information	3	5	1	9

Currently, the Accelerated Education Program for Health Workers through Recognition of Past Learning (RPL) is implemented through a special Study Permit mechanism for Civil Servants (PNS) and members of the TNI/Polri. Funding for the implementation of the accelerated education program is sourced from the State Budget (APBN), Regional Revenue Expenditure Budget (APBD) or other sources. Students receive tuition assistance which is given directly to educational institutions in the form of tuition fees (Health Human Resources Education Center of the Ministry of Health, 2017). The provision of assistance for education costs is a form of government attention to health workers, especially nurses who work in health service facilities so that they are motivated to increase educational qualifications to Diploma III.

In West Sumatra Province there are still 506 nurses who have secondary education (JPM). This number will be increased to Diploma III through the RPL program at universities (PT) that administer RPL in West Sumatra Province as many as 8 institutions consisting of 2 Midwifery Study Programs of the Ministry of Health Poltekkes and 6 private universities, all of which are under PT Rayon Study Program DIII Midwifery Poltekkes Ministry of Health Padang. One of the organizers of the Midwifery RPL program is the Midwifery DIII Department of Health Poltekkes, the Ministry of Health, Padang, which has the largest number of students for the RPL program of the Midwifery DIII Study Program (Poltekkes, Ministry of Health Padang, 2017).

Poltekkes Kemenkes Padang as the Technical Implementation Unit (UPT) of the Ministry of Health, has the task of carrying out vocational education in the health sector in accordance with national development goals, especially development in the health sector. Poltekkes Kemenkes Padang is a center of excellence in science and technology (*center of*

excellence) in its area in the development of education and the profession of health workers. Educational and professional development of health workers is carried out in order to produce professional and quality health workers who have competencies that are in accordance with technological advances and global health conditions. The purpose of education for health workers is to produce professional health workers in their fields, in the number and types that are in accordance with the needs of prime health services. These health workers are produced through an educational process organized by health worker educational institutions, one of which is the Health Polytechnic of the Ministry of Health.

Education is a system consisting of various elements, namely educational goals or objectives, students, education managers, and structures or levels. Every component in the education system is interrelated and affects each other. The system can be interpreted as a unit of a number of interconnected components. These components influence each other and work towards the achievement of a single goal. Education is an effort to achieve educational goals which consists of three main components, namely input components, process components, and output components. According to Wibawa (2017), the education input component consists of students, curriculum, education staff, funds, facilities and infrastructure, regulations, organizations, and the role of the community in supporting education. Based on Permendikbud number 49 of 2014 concerning National Standards for Higher Education, the learning process consists of the characteristics of the learning process, planning of the learning process, implementation of the learning process, and student learning load. In the implementation of education, guidelines are needed to ensure the achievement of educational goals and ensure that the learning process reaches the quality that has been set in the National Higher Education Standards.

In this regard, to support the implementation of the Accelerated Education Program for Health Workers through Recognition of Past Learning (RPL), the Ministry of Health has compiled related documents. The Ministry of Health through the Health HR Education Center in collaboration with the midwife professional organization (IBI), the Association of Field Vocational Education Institutions (AIPViBI), as well as representatives of nursing education institutions have compiled the Technical Instructions for Designing RPL for the Midwifery DIII Study Program. The guidelines regulate the stages of learning design and how the learning design is implemented. Although the Technical Instructions have been prepared in detail, the implementation of RPL in PT, especially in Poltekkes, Ministry of Health, Padang, still faces obstacles. To obtain an Associate Degree in Midwifery, students must take 108 credits of courses. With the RPL, 43 credits of education can be taken. The difference in credits is obtained through the results of the RPL assessment when prospective students register. Based on the results of the report to the Head of the Health Human Resources Education Center, it was found that there were difficulties in quantifying the assessment results of the students into the Semester Credit System (SKS). In addition, in the implementation of learning time, there is a discrepancy in learning hours in class as determined. Based on this, the authors want to know how the implementation of the Accelerated Nursing Education Program through the Recognition Mechanism of Past Learning (RPL) at the Health Polytechnic of the Ministry of Health Padang.

RESEARCH METHODS

a) This research method is a qualitative research with a research design using the *Rapid Assessment Procedure* (RAP). This design was used because the purpose of the study was to conduct an in-depth analysis of the implementation of the Midwifery Education

Acceleration Program. Through the RPL Mechanism at Poltekkes, Ministry of Health, Padang. The data collected in this study are primary and secondary data. Primary data were obtained through in-depth interviews and *Focus Group Discussions* (FGD).

RESULTS AND DISCUSSION

Educational Input

Input is everything that is needed for the ongoing education process, especially the teaching and learning process. In this study, the inputs included in education are students, lecturers, financing, facilities and infrastructure, and curriculum. The number of students for the Midwifery RPL program at Poltekkes Kemenkes Padang is 76 people who are divided into 2 classes as outlined in the Decree of the Director of Poltekkes Kemenkes Padang Number PP.01.01/1/4494/2017 dated August 29, 2017 concerning the Determination of New Students for the RPL Class for the Academic Year of 2017 -2018. Most of the students of the Nursing RPL Program at the Health Polytechnic of the Ministry of Health in Padang come from institutions belonging to the local government, in this case the West Sumatra Provincial Government. There are also a large proportion of participants who come from vertical hospitals owned by the Ministry of Health. The minimum number of participants is from the district. Most of the students are over 50 years old. According to the age, the lecturer influences the learning process.

The recruitment process has been regulated in the guidelines issued by the Health Human Resources Education Center of the Ministry of Health. Recruitment involves the Provincial/Regency/City health offices, the main unit of the Ministry of Health, and the health office selects the TNI/Polri. At Poltekkes Kemenkes Padang, the recruitment process for prospective students has also followed the provisions of the Health Human Resources Education Center of the Ministry of Health. After the Health Human Resources Education Center obtains a list of prospective participants, the list of candidates is submitted to the organizing PT for summons and the selection process. It was concluded that the recruitment process had gone well and was in accordance with the scheme drawn up in the guidelines issued by the Health Human Resources Education Center of the Ministry of Health, despite the lack of information received by prospective program participants.

Department of Midwifery Poltekkes Kemenkes Padang already has sufficient lecturers both in terms of number and qualifications. Based on the results of the document review, the Department of Nursing Poltekkes Kemenkes Padang has 50 lecturers who have been educated according to qualifications, namely S2. In terms of competence, lecturers who teach the RPL program do not require additional competence or training because the curriculum and materials taught are the same as in the regular program. When viewed from the aspect of workload, this RPL program adds to the existing workload because the teaching time for the RPL program class is until the evening. However, there is no additional incentive for teaching lecturers of the RPL program. Based on information obtained from Poltekkes management, incentives for teaching lecturers of the RPL program have been budgeted for, but the disbursement is constrained because Poltekkes Kemenkes Padang is a BLU institution so that a mechanism is needed to disburse the funds. So it can be concluded that all informants think that the RPL program adds to the workload of lecturers and requires additional incentives. However, so far the lecturers of the RPL program have not received this incentive.

In implementing the Midwifery Education Acceleration Program through the Recognition Mechanism of Past Learning (RPL), the government set a fee of Rp. 6.500.000 (six million five hundred thousand rupiah) per student per semester. From the amount of these costs, the Ministry of Health through the Health PPSPDM has allocated APBN funds of Rp.

3,000,000, - (three million rupiah) per student per semester. The difference in costs is Rp. 3.500.000,- (three million five hundred thousand rupiah) per student per semester is charged to the student or other parties.

Researchers did not find secondary data stating the source of funding from all program participants. The data obtained only comes from FGD with program participants. Based on the results of the FGD with program participants, most of the participants did not receive tuition assistance from the institution where they worked. Only a small number of informants receive assistance with educational costs from the institution where they work. In terms of education providers, at Poltekkes, the Ministry of Health, Padang, funding of 6,500,000 (six million five hundred thousand rupiah) per student per semester is sufficient to meet the financing needs of the teaching and learning process. Thus, it can be concluded that the government has allocated a portion of the RPL program education funds which are given directly to educational institutions. Some of the education funds that are not covered by the government are paid by students. Only a small number of students receive tuition assistance from the institution where they work. From the education provider side, the available costs are sufficient in implementing the program.

Learning Process

Learning in higher education is a process of student interaction with lecturers and learning resources in a learning environment. In this study, the learning process studied were assessment, planning of the learning process, implementation of the learning process, and evaluation of the learning process. Based On the results of observations, the implementation of the learning process in the form of interactions between lecturers, students, and learning resources in certain learning environments has been carried out in accordance with the Semester Learning Plan (RPS).

After obtaining a list of proposed names for potential participants in the RPL program, the organizing company will call the prospective participants through announcements on the website. Previously, the prospective participants had been given a schedule for the implementation of the selection which was attached together with a notification letter to the Health Office. Based on the results of the document review, quantification of the assessment results has been carried out for all courses carried out by RPL. The scores obtained by the participants did not vary too much because the Health Poltekkes of the Ministry of Health of Padang set a Passing Limit Value (NBL) for each course of 3.0 unless the program participants had taken the course at the Akbid or Akper by attaching proof of a transcript. Thus, it can be concluded that the RPL program assessment process at Poltekkes Kemenkes Padang has been running and has experienced technical problems in its implementation, including in the quantification of the assessment results because there are no guidelines or provisions in this quantification process.

Planning the learning process at Poltekkes Kemenkes Padang is carried out through learning planning workshops which are carried out before the semester starts. This workshop was carried out to prepare learning plans for both regular and RP programs. Based on the document review carried out, the planning of the learning process for each course consists of RPS (Semester Learning Plan), RPP (Learning Implementation Plan), and syllabus. The things listed in the RPS document are: 1). Name of study program, name and course code, semester, credits, name of the supporting lecturer 2). Description of the course 3). Learning achievements 4). Study materials related to the abilities to be achieved 5). Learning methods 6). Learning strategies 7). Time provided to achieve abilities at each stage of learning; 8). Student learning experience 9). Criteria, indicators, and assessment weights 10). List of references used.

Thus, it can be concluded that all informants are of the opinion that the planning of the learning process at the Health Polytechnic of the Ministry of Health of Padang has been going

well which was carried out through a workshop to prepare a learning plan, which is equipped with documentary evidence. Based on the results of in-depth interviews with informants from the Health Polytechnic of the Ministry of Health Padang, the learning process has been going well and in accordance with the syllabus compiled. In terms of the work experience that students have so far, all of the informants think that this experience helps in the learning process, but in certain parts it depends on their job placement or their daily tasks at work.

Evaluation of the learning process is carried out through exams that have been planned in the planning of the learning process. Evaluation is done through written exams and assignments. Some of the problems in the implementation of learning evaluation according to lecturers are the use of Computer Answer Sheets (LJK) which make it difficult for RPL program students. However, there are no students who do not pass the course. From the results of interviews with lecturers, the determination of graduation for each course is carried out using the PAP system (Banner Reference Assessment) where the determination of graduation refers to the standard value that has been determined before the exam is carried out. Based on the results of the study of academic regulatory documents and the results of the evaluation of student learning, the researchers also obtained results that support the statement which states that the minimum score for students is 3.0.

Discussion

Based on the results of the study, in terms of the characteristics of the students, most of the students in the RPL program were over 50 years of age. The high age of students is because the Ministry of Health does not provide a maximum age limit for participating in the program. The limitation is SPK graduates who have work experience in health service institutions for at least 5 years. Research conducted in Hungary stated that age had no effect on the learning process. The study examined subjects in the age group of 4-85 years where the research results stated that there was no difference in the learning process in subjects aged 14-59 years studied. The learning process can decrease significantly in subjects aged 60-85 years due to the decline in human physiological and cognitive functions at that age (Janacsek, Fiser, & Nemeth, 2012). The results of the study stated that the RPL program increased the workload of lecturers and required additional incentives. According to Gibson, Ivancevich, & Donnelly (1996) incentives or rewards are organizational variables that affect a person's performance. The main objective of a reward is to keep employees working and to motivate employees to excel. Rewards can consist of intrinsic rewards in the form of money, recognition, and promotions. Other rewards are intrinsic rewards in the form of task completion, achievement, and self-development. This reward is one of the components that support employees in achieving their performance.

The assessment model answers and demonstrates questions related to learning outcomes, and is accompanied by documentary evidence which is also implemented in the RPL program in the United States. According to Klein-Collins & Wertheim (2013) the approach taken is through matching courses where if prospective participants can demonstrate learning outcomes in these courses and provide supporting documents, the assessor can pass the course.

CONCLUSION

The implementation of the Midwifery Education Acceleration Program through the RPL Mechanism at the Health Polytechnic of the Ministry of Health of Padang has been going well in the aspects of students, lecturers, financing, facilities & infrastructure, and curriculum, as well as learning processes and evaluation, although experiencing problems in quantifying the results of the assessment, program socialization and technical implementation of learning related to the status of student learning permits. The selection of informants in in-depth interviews was carried out purposively (*purposive sampling*). Data analysis is carried

out through data *analysis (content analysis)* to draw conclusions, through efforts to find the characteristics of messages carried out objectively and systematically. This study uses data validity in the form of source triangulation and method triangulation.

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