Support to the Development of the Indonesian Qualification Framework

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List of abbreviations

AEC   ASEAN Economic Community
AIPDKI   Indonesian Nursing Diploma Education Institution
AIPNI   Indonesian Nursing Education Institution Association
AQF   Australian Qualifications Framework
AQRF   ASEAN Qualifications Reference Framework
ASEAN   Association of South East Asian Nations
ASEM   ASEAN – EU Education Ministers' Meeting
BAN-PT   *Badan Akreditasi Nasional Perguruan Tinggi* - National Accreditation Agency   for Higher Education
Bappenas   *Badan Perencanaan Pembangunan Nasional* - National Development Planning Agency
BLK   *Balai Latihan Kerja* – Skills Training Center
BNSP   *Badan Nasional Sertifikasi Profesi* – National Professional Certification Agency
BSNP   *Badan Standar Pendidikan Nasional* – Board of National Education Standards
DGHE   Directorate General of Higher Education
DIKLAT   *Pendidikan dan Pelatihan* – Education and Training
DLSA   Directorate of Learning and Student Affairs – DGHE, and recently converted   into the Directorate General of Learning and Student Affairs – DGLSA MoRTHE
HHRMA   Hotel Human Resource Manager Association
HKQF   Hong Kong Qualifications Framework
HKSAR   Hong Kong Special Administrative Region
IAI   Indonesian Association of Accountants
IAPI   Indonesian Institute of Certified Public Accountants
IQB   Indonesian Qualification Board
IQF   Indonesian Qualification Framework
KADIN   *Kamar Dagang & Industri Indonesia* - Indonesian Chamber of Commerce & Industry
KKNI   *Kerangka Kualifikasi Nasional Indonesia* – Indonesian Qualification Framework
LKP   *Lembaga Kursus dan Pelatihan* – Courses and Training Institute, accredited by MoEC
LPK   *Lembaga Pelatihan Kerja* - Skills Training Institute, accredited by MoM
LSP   *Lembaga Sertifikasi Profesi* – Professional Certification Bodies (PCB)
MoEC   Ministry of Education and Culture
MoH   Ministry of Health
MoI   Ministry of Industry
MoM   Ministry of Manpower
MoRTHE   Ministry of Research, Technology, and Higher Education
MRA   Mutual Recognition Arrangement
NZQF   New Zealand Qualifications Framework
PCB   Professional Competency / Certification Bodies – *Lembaga Sertifikasi Profesi*
PHRI   Indonesian Hotel & Restaurant Association
PKBM   *Program Kegiatan Belajar Masyarakat* – Community Learning Program
PPNI   Indonesian Nursing Association
RPL   Recognition of Prior Learning
SKPI   *Surat Keterangan Pendamping Ijasah* – Diploma Supplement
SKKNI/NCS   *Standar Kompetensi Kerja Nasional Indonesia* – National Competency Standard
SISLATKERNAS   *Sistem Pelatihan Kerja Nasional* - National Skills Training System

Executive summary

Nowadays globalization is an undeniable trend and unlikely to be reversed. In the context of the global economy with the increasing free trade of goods and services, free movement of capital, technology and skills, combined with advancement in transportation and communication, the implementation of qualifications framework becomes an essential requirement. The Government of the Republic of Indonesia (represented by the Ministry of Education and Culture, the Ministry of Religious Affairs, and the Ministry of National Development Planning / Bappenas); the Australian Agency for International Development (AusAID); the European Union (EU); and the Asian Development Bank (ADB) have established the Analytical and Capacity Development Partnership (ACDP) as a facility to promote policy dialogue and institutional as well as organizational reform of the education sector to underpin policy implementation and help reduce disparities in provincial and district education performance.

ACDP commissioned a study team to conduct the study for supporting the development of the Indonesian Qualifications Framework (IQF). The development objectives of this study are to contribute towards achieving national medium to long term socio-economic goals by supporting efforts to improve the quality, efficiency, relevance and competiveness of national education and skills formation through the implementation of IQF, particularly in higher education. This report covers a study on international experiences, findings from the study and its analysis, as well as recommendations. It also presents the road map for the implementation of the IQF; the development of Recognition of Prior Learning (RPL) system; and the establishment of the Indonesian Qualification Board. Using 4 criteria (national priority, feasibility, impact, and representativeness) the study selected three sectors as pilot, namely nursing, accounting, and tourism.

In 2012 the Presidential Regulation 8/2012 on the Indonesian Qualifications Framework (IQF) was enacted. The Presidential Decree stipulates a hierarchy of 9 qualification levels to enable equivalencing of the outcomes of formal education, non-formal, informal, or work experiences. It serves as a reference for understanding the complexity of recognized competence in the job structure in all sectors. It also becomes the fundamental reference for defining the competence of graduates of academic, vocational, and professional education against the different levels. The levels of the IQF is described as learning outcomes, consisting of (i) values, ethics, moral as basic components; (ii) science, knowledge, or know how comprehension; (iii) work competencies; and (iv) level of autonomy and responsibility in the work place.

The current stage of implementation of IQF varies among different sectors in Indonesia. Although certification is common in vocational stream such as polytechnics, implementing learning outcome is relatively new in higher education. The implementation of qualifications framework in higher education should be carried out in the context of toward improving quality and relevance by strengthening quality assurance. In the Indonesian higher education, external quality assurance is mostly carried out through the accreditation process, conducted by the National Accreditation Board (BAN-PT). The instruments used for accreditation process refer to the national education standards developed by the Board of National Education Standards (BSNP), and concern over learning outcomes as well as competencies as required by employers is still limited. Some professional oriented programs, such as engineering, medical, and accounting, also use certification process conducted by professional associations to assure quality. Except in few elite institutions, quality assurance is mostly driven by the mandatory requirement of accreditation, and internal quality assurance has to be significantly improved to be sustainable. The IQF also requires courses offered in higher education to adjust their learning outcomes to skills formation, from previously limited to education achievement, and make this information available to the public.

In the skills training sector, competency standards have been implemented for 9 years when the Presidential decree on IQF was issued. The national skill training system was developed after the Law on Manpower was enacted in 2003. Skills training are mostly administered under the auspice of the Ministry of Education and Culture (MoEC), Ministry of Manpower (MoM), as well as Ministry of Research, Technology, and Higher Education (MoRTHE). Figures acquired in 2014 show that 7,580 private providers are registered under MoM, and 12,591 under MoEC. However, the accurate total number of skills training providers is difficult to determine, since many are double-counted. This figure does not include skills training programs offered by higher education institutions under MoRTHE for its community service.

Under the MoM, the National Agency for Professional Certification or *Badan Nasional Sertifikasi Profesi* (BNSP) is responsible to carry out certification through the provision of licenses to professional certification bodies (PCB or LSP). The National Skills Training System is implemented based on the three pillars of competency based training system, namely (i) user defined competency standard, (ii) competency based skills training program, and (iii) competency certification.

Although Recognition of Prior Learning (RPL) has been practiced in industries to recognize employee's competencies for his/her career promotion, a national standard procedure is relatively new for Indonesia. In 2013, the Directorate of Learning and Student Affairs (DLSA) conducted a pilot program in selected study programs in public polytechnics to introduce RPL program.

A thorough overview was conducted by team members on the international experiences of implementing NQF. Analysis of the national qualification agencies in six countries (Australia - Board, Australia –Council, New Zealand, Hong Kong, Ireland, Scotland, and South Africa) shows a variety of maintenance of the framework, monitoring, promoting QA, maintain register of responsible bodies, liaise with QA bodies, data collection, international liaison, and membership structure among the cases studied. The majority of these countries have created a single qualifications authority to design and/or implement and manage their NQF. The only exception is South Africa, which revised its NQF legal basis in 2008 and dividing the national authority into three different sub frameworks.

Of the six countries reviewed all had different mechanisms for the establishment of their responsible agency, since it is intrinsically linked to the legal basis of the country's NQF. The legislative basis of the NQFs in the six countries varies. In all but Australia and Hong Kong, the current responsible agency has a legal basis and a level of independence from that of the government. This legal independence has two advantages – it provides for a political mandate for its role in the maintenance, implementation and promotion of the NQF and also provides for a level of autonomy from the direct influence and competing demands of government ministries and potential for changes in policies.

Research across the six countries in terms of roles and responsibilities indicates quality assurance responsibilities (applied by the agencies of Ireland, South Africa and New Zealand) and the common communicative and coordination roles related to its NQF include, monitoring, dissemination and promotion of the NQF, dissemination and promotion of quality assurance, liaison with international bodies. The membership numbers generally range from 8 to 16 members; however, in the case of South Africa the Board in its initial stage (and directly after the apartheid period) had up to 25 members. The majority of the agencies is considered as quasi autonomous non government organizations, and is responsible in some way to government. In the main, most responsible agencies report to their government via an annual report and also have their financial accounts audited annually. Almost all depend entirely on government funding allocation.

A national qualifications framework in its simplest form is a set of standards for a nation's agreed qualifications. The criteria for the qualification levels and qualification types are expressed as learning

outcomes that is, the expression of what the graduate (the qualification holder) knows, can do, and can apply in context (such as the workplace or further learning). The shift to learning outcomes-based qualifications, a key feature of a qualifications framework, puts assessment front and centre. This does not negate the importance of quality teaching and learning, but it does allow different pathways to achieving a qualification which may not be based on formal learning. Levels are expressed as learning outcomes which increase in complexity with each level.

One of the main driving factors underlying the EU strategy in introducing RPL was the vision to develop Europe to become a globally leading, dynamic and competitive knowledge-based region. Although well established RPL programs can be identified in many other countries such as, Australia, New Zealand, Canada, and USA, the implementation of RPL is analyzed mostly by using the European model as a case. Identifiable models of RPL are mostly utilize a mix of RPL for access or non-standard admissions, RPL for credit recognition, RPL for skills assessment and occupational advancement, and RPL for personal development. RPL systems are best served when levels of qualifications are clearly articulated in an outcomes-based NQF, with specific competencies articulated for particular economic areas and occupations.

Creating an enabling environment for the successful implementation of RPL necessitates the development of appropriate policies in a number of areas. It means that RPL requires attention at a macro policy level and at a micro institutional level. Establishing such policies can be particularly difficult in countries which lack robust legal frameworks and national guidelines. France is an interesting case in this regard as it is one of the few countries to write into legislation the right of all working individuals to earn a diploma or professional qualification through RPL. Nevertheless, even in countries where there are existing legal frameworks, there remains a continued need to develop and maintain more effective and transparent procedures.

The implementation of RPL should take into account some constraints. The first constraint is the financial resources required to put an RPL infrastructure in place span a continuum of low to high depending on the nature of the recognition (formal, informal or non-formal) and the purpose (access, credit, or occupational). Human resources, particularly in administrative areas, are perhaps the most intensive requirement for successful implementation of RPL. The second constraint is institutional constraints, since RPL can challenge some of the universities' traditional policies and organisational structures, as well as their long-standing philosophical approach to education. The third and last constraint is the stakeholder constraints, whereby the commitment of many stakeholders including employers, education and training providers, professional bodies, employee representative bodies, and the policy community is critical to support the implementation.

The study team conducted several workshops with relevant stakeholders in each of the 3 piloted fields, involving association of providers, association of employers, and professional association. We also conducted separate sessions with employers, regulators, quality assurance agencies, and visited a few sampled universities in different cities. The team conducted overseas study trips to Hong Kong, Ireland, and England, and took several important stakeholders as participants.

The team finds that the development of qualification framework among the three main players, MoEC, MoM, and MoRTHE, is segmented. Weak coordination in the QF development unnecessarily increases cost, drives the system into cumbersome bureaucracy and in some cases overlapping regulations issued by different ministries.

During the FGDs conducted, the team finds that several problems have to be resolved to harmonize nomenclature, job titles, and learning outcomes with the IQF and ASEAN Mutual Recognition Agreement (MRA). This is particularly true for sector as tourism, whereby the competency standards had been

implemented 9 years earlier than the IQF establishment. In other sectors such as accounting, the learning outcomes defined by providers for qualifications are at odd with the competencies required by the employers. In the nursing sector, the disparity of quality is worrisome since many providers failed to comply with the standards of competency.

In some professions in the higher education sector, such as medical and accounting, rely more on exit examination to assure quality. However, making decision of fail or pass is almost entirely depend on one time observation. Since the reward of passing the exam is significantly high, it drives some participants to beat the system by cheating or use other manipulative measures. Therefore the quality assurance system has to be rigorously implemented internally within the training providers, and the internal quality culture should be developed and nurtured.

Findings from a small survey conducted by the team shows that awareness of RPL is limited and formal engagement with RPL is still in its initial form. Indonesia faces a major RPL implementation problem since the national system has to deal with a massive volume of potential RPL cases, particularly the upgrading of 46,000 unqualified nurses.

This report presents 3 (three) road maps for implementation, namely the implementation of the IQF, the development of RPL model, and the establishment of the Indonesian Qualification Board (IQB).

The road map for the implementation of IQF is designed in two stages, namely the preparation and implementation stage. Most activities in the preparation stage will become the responsibilities of the IQB, such as preparing the necessary law and regulations, official documentation, the use of logo, and the mandatory registration (or accreditation). It means that the full implementation of IQF could only be carried out after the IQB is established, though partial implementation in particular sector such as higher education will still be possible to continue. In the implementation stage, activities included are promoting accountability, new qualification types, and quality assurance. It is essential to ensure that the quality assurance process earned trust and confidence from the stakeholders by imposing proper QA standards. In the professional stream of higher education, although the establishment of independent accreditation agencies (LAM) could add to the complexity, the confusion could be resolved when the IQB has been established. All agencies dealing with quality assurance should be accountable, by adhering to the criteria set by the ASEAN QRF. If considered necessary, assessment of these agencies could be conducted by involving independent external experts or agency, such as INQAAHE.

The strategy for carrying out engagement is also presented. Engagement is needed to inform all stakeholders at national level about the benefits of IQF, and practical guidelines for implementing it. The team recommends the media preferences in disseminating information, which are seminar or workshop, official webpage, television, and newspaper. Multiplatform convergence strategy like the one currently implemented by MoRTHE (Facebook, twitter, and mainstream media covering MoRTHE activities) is highly commendable. This options of engagement strategy, is cost efficient since it allows the information to directly reach the targeted individual and organizational who are aspiring to improve their quality.

Recognition of Prior Learning (RPL) is the practice of recognizing the knowledge, skills and competencies people have acquired through formal, non-formal or informal processes. Although it is theoretically possible for RPL to apply to young people under 16 of age, in practice RPL is more closely connected with lifelong learning and the continued need for a skilled and adaptable workforce. The identified potential benefits of RPL includes, employability and adaptability, upgrading qualifications of the population, equity and fairness, stimulus for innovation in education and training, as well as mobility and flexibility. In the road map for RPL development, the stakeholders identified among others are,

higher education institutions, professional bodies, employee representatives, employers, learners, and the policy community.

The assessment of prior learning can take many forms and assessment for the purposes of certification often involves a combination of methods, from the highly individualized development of a portfolio to highly formalized assessment via examinations. As the purposes of RPL can vary depending, for example on vocational and professional certification requirements and levels of institutional autonomy, the methods of assessment could be selected from tests and examinations, declaration, interviews, observations, simulation, portfolio, presentation, and debate, or a combination of them. The success and quality of RPL is dependent upon the capacity of administrators, mentors/facilitators, assessors, process mangers, external observers, and interested stakeholders. As identifying learner skills can be a time-consuming process, it may be fruitful to conduct these exercises with groups of learners.

In general, although RPL promises some advantages, pitfalls may still be encountered due to various reasons such as, lack of enthusiasm from learners, heavy bureaucracy, and inadequate supports for evidence gathering, and confusing language and procedure in equivalencing prior learning components into the IQF. In the education sector, problems encountered among others are, policy related to admission, curriculum design that accommodates flexibility, staff capacity, using technology, and data base development for maintaining continuous improvement and tracking system.

On the establishment of IQB the road map elaborates the scope of responsibilities of the IQB, which include maintenance and monitoring of IQF, providing policy direction, coordinating, advocating and promoting, and liaison to international organizations. It recommends the structure of the Board membership, establishment and staffing of the Secretariat, as well as alternatives in its legal status. The study team submits recommendations addressed to the government, higher education institutions, other skills training providers, quality assurance agencies, employers, professional associations, workers and job seekers. The main recommendation to the government is to establish the Indonesian Qualification Board. This action is urgently needed to coordinate all activities related to IQF and ensure synergetic effort, particularly to cope with the challenges of AEC implementation.

The study recommends that the IQB reports directly to the Office of the President or the State Secretariat (whichever more appropriate), to provide the IQB with the authority to coordinate ministries as well other government agencies, and ensure a level of independence. The IQB should be supported by a strong Secretariat, which should be staffed with a small number of qualified and competent staff. Official documentation should be properly maintained and the government should announce the official commencing date of IQF implementation.

It is recommended for the government to provide assistance and support for weaker institutions coping with the new challenges of implementing IQF. In order to prevent over emphasis on indicators and external assessment, it is critical for the government to send a clear message to all stakeholders, that the ultimate goal of introducing the IQF is to build a culture of quality within each institution.

The higher education sector should reform itself by introduce, develop, and strengthen the internal quality assurance toward a sustainable quality culture. Study programs and institutions approved against the QA arrangements for the IQF need to be identified as IQF-compliant on the database of higher education. Since autonomous universities are considered as the top institutions and become the role model of other institutions, it is essential for them to maintain their quality standards. With the easing of government control, the autonomous universities are encouraged to establish their own quality network, with the objective to monitor and assist the quality assurance within these institutions. This network should be encouraged to share its expertise with non-autonomous institutions by conducting training and providing technical assistance.

The quality assurance agencies, BAN PT as well as BNSP, need to develop their resources, processes, and assessors to cope with the new challenges. Quality assurance agencies must be subject to some form of external assessment to demonstrate that they meet globally accepted standards. In this context, if considered necessary, independent international experts or agencies could be invited to involve.

Employers association is encouraged to establish PCB/LSP third party, which has the authority to assess and award certificates to workers in the relevant sector. Whilst workers and job seekers are recommended to continuously search for information on competencies required by industries, as defined in the IQF job qualifications.

A timeline for implementation, which is divided into three stages (short, medium, and long term) is also presented at the end of the report. In the short term, until the end of 2016, it is expected that the IQB has been established, official documentation on IQF has been publicly launched on a web site, RPL has been introduced to the stakeholders beyond the education sector, and BAN-PT has finalized its preparation to implement IQF in its accreditation process. In the medium term, which will run until the end of 2017, IQF standard measures have been imposed to all registered quality assurance agencies, RPL programs have been well received by all stakeholders, and the use of IQB logo as a quality assurance standard has been accepted by most stakeholders. In the long run the IQB, capitalizing the available international expertise, will periodically evaluate the implementation of QIF and submit recommendations to the government to improve its effectiveness.

Chapter 1 Introduction

Nowadays globalization is an undeniable trend and unlikely to be reversed. Policy directions for countries and regions have thus to be developed in the context of the global economy with pressures on national governments to address issues of free trade of goods and services, international movement of capital, technology and skills, and advancement in transportation and communication. Due to significant differences in characteristics among regions in the world, each region needs to design its own strategy on how to cope with these major challenges of globalization.

1.1 ASEAN Economic Community

In the ASEAN region, member countries have decided to establish the ASEAN Economic Community (AEC) by the end of 2015. The AEC envisages key characteristics of a single market and production base, a highly competitive economic region, a region of equitable economic development, and a region fully integrated into the global economy.

The AEC areas of cooperation include human resources development and capacity building; recognition of professional qualifications; closer consultation on macroeconomic and financial policies; trade financing measures; enhanced infrastructure and communications connectivity; development of electronic transactions through e-ASEAN; integration of industries across the region to promote regional sourcing; and enhancement of private sector involvement in the building of the AEC. In short, in line with global trends– not without controversy– it appears that the policy intention is that the AEC will transform ASEAN into a region with free movement of goods, services, investment, and skilled labour, and freer flow of capital. In addition, the single market and production base also will include two important components, namely, the priority integration sectors, and food, agriculture and forestry [ASEAN 2008].

Twelve priority sectors have been selected for entering the ASEAN Free Trade Area (AFTA), and three of them have already completed their Mutual Recognition Arrangements (MRAs). Of the twelve priority sectors, the five service sectors chosen are healthcare, tourism, logistic, E-ASEAN, and air transportation. The remaining seven priority sectors selected are in goods: agro products, wooden products, rubber products, fishery, electronics, automotives, and textiles.

In order to facilitate a mutual understanding of ASEAN member countries' qualifications, and therefore assist in the mobility of workers, as well as students, among the member countries, an agreed standard has been established. In 2015, the relevant ministers of the member countries endorsed the ASEAN Qualifications Reference Framework (AQRF). The AQRF consists of eight levels each described as two domains: knowledge and skills, and application and responsibility.

The establishment of the Indonesian Qualification Framework was driven by national needs, as well as the country's regional and global engagements. Nationally, Indonesia faces manpower challenges including a mismatch between professional and skills education and training outcomes and workforce needs and disparity in the quality of graduates which further exacerbates the supply of human capital for employment.

Regionally, Indonesia is a signatory to the ASEAN Economic Blueprint [ASEAN 2007) which requires areas of cooperation, including the recognition of professional qualifications. Mutual Recognition Arrangements (MRAs) in the fields of engineering, nursing, tourism, architecture, land surveying, medical practitioners, dental practitioners, and accountancy were created, starting in 2005, to support the free flow of skilled labor through 'harmonization and standardization', particularly in preparation for

the commencement of the ASEAN Economic Community in 2015.ASEAN is also linked to the Asia–Pacific region through cross membership of Asia-Pacific Economic Cooperation (APEC).

In responding to its global commitments, Indonesia joined a number of international conventions in sectors including trade, economics, environment, and education. To name a few: the General Agreement on Trade in Services in1994, the World Trade Organization in1995, the ASEAN Free Trade Area in 1992, the Regional Convention on the Recognition of Studies, Diplomas and Degrees in Higher Education in Asia and the Pacific in1983. This supports Indonesian workforce mobility through four modes of supply:

- *Cross-border supply*: the possibility for non-resident service suppliers to supply services cross-border into the member's territory;
- *Consumption abroad*: the freedom for the member's residents to purchase services in the territory of another member;
- *Commercial presence*: the opportunities for foreign service suppliers to establish, operate or expand a commercial presence in the member's territory, such as a branch, an agency, or a wholly owned subsidiary;
- *Presence of natural persons*: the possibilities offered for the entry and temporary stay in the member's territory of foreign individuals in order to supply a service.

1.2   National Qualifications Framework

Indonesia has been one of the active participatns of various initiatives in regional economic integration, such as APEC, AFTA, and WTO. Since the policy of embracing internationalization requires Indonesia to comply with the agreed upon standards. For the education and training sector, it could become a strong pressure to maintain and improve quality, as well as allowing more flexibility for achieving qualifications and competencies by implementing a "multi entry and multi exit" system. NQFs are now globally recognized as the foundation of the educational strategies needed to build nations' skilled workforces to support their economic development and growth. Therefore the government issued the Presidential Decree 8/2012 on the Indonesian Qualifications Framework in 2012.

The best estimate is that the majority of countries – spanning all continents – has developed or is developing a national qualifications framework. Furthermore with the increasing global mobility of workers, the need for a national mechanism against which skills and qualifications gained elsewhere can be recognized is becoming an imperative. NQFs are used for the latter purpose in the absence of a regionally agreed referencing tool such as the AQRF or the EQF.

While economic development is an indisputable stimulus, as illustrated in the ASEAN case, the development of qualifications framework is also motivated by a nation's imperative to reform its education system. In its initial design phase, the intention was for the EQF to be a translation device to understand individual competencies and qualifications across the member countries. In summary, the practical reasons for developing a NQF are presented in the box.

In reality, it is difficult to separate the driver of education system reform from the need for countries to educate the populace for employment. For example, the impetus for the revision of Australia's first qualifications framework was to facilitate the emergence of Australia's vocational education and training sector[1]. However, the need for a structured, vocationally-oriented training sector to expand the already

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[1] The initial implementation of a framework of qualifications in 1972 was revised with the subsequent implementation in the early 1990s of the Australian Qualifications Framework which became known as a first generation national qualifications framework.

strong trades-training system and to sit alongside higher education and school education sectors was strongly grounded in the country's economic reform programs.

> **Overview of the main rationales for National Qualifications Frameworks**
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> *Worker mobility*: Economic integration facilitates the flow of goods and services, including workers, between participating countries. Since education and training systems are widely varied among the member countries, an agreed standard is needed to understand and regulate workers' qualification. By implementing such standards, workers would be eligible to take job opportunities within the region without having to take additional procedures to re-qualify their competencies.
>
> *Student mobility*: Without a common understanding of each other's qualifications, student mobility between countries will be difficult to implement. This is particularly true when member countries do not have a similar education and training system and require the transparency that a qualifications framework can provide.
>
> *Relevance*: When establishing program learning outcomes, stakeholders, particularly employers and users, must be involved. Such involvement would improve the relevance of the education and training to the world of work.
>
> *Lifelong learning*: Economic growth brings new prosperity that drives adult employees, who might have missed the opportunity to properly attend schooling, to reenter the education and training system. Some of their work experiences could be recognized, exempting them from taking some courses. Without a qualifications framework that provides for qualifications linkages and promotes recognition of prior learning, such an activity could be tedious, cumbersome, and eventually discourage adults from continuing the learning. In the world of work, experiences could also be used to acquire formal recognition that directly benefits employees' careers.
>
> *Accountability of providers*: Learning outcomes at program level are required to be well articulated giving sufficient information to the prospective students and parents. This accountability is required as part of good university governance.

The AQRF is a common reference framework designed as a translation device to enable the comparison of qualifications across ASEAN member countries. As National Qualifications Framework (NQF) becomes an essential requirement in implementing the AEC, each ASEAN member country is required to establish its own NQF and reference it to the AQRF. The following box summarizes some of the main rationales offered for the development of NQFs which are explored in more depth in subsequent chapters.

1.3   The Analytical and Capacity Development Partnership (ACDP) 024 study

In order to respond to the global trend of economic integration, comply with the signed international agreement, and improve the workers' quality, a study for supporting the implementation of the Indonesian Qualification Framework is conducted. This section describes the study objectives and strategy.

1.3.1   Objectives

The Government of the Republic of Indonesia (represented by the Ministry of Education and Culture, the Ministry of Religious Affairs, and the Ministry of National Development Planning / Bappenas); the Australian Agency for International Development (AusAID); the European Union (EU); and the Asian Development Bank (ADB) have established the Analytical and Capacity Development Partnership (ACDP) as a facility to promote policy dialogue and institutional as well as organizational reform of the education sector to underpin policy implementation and help reduce disparities in provincial and district education performance. Within this context, in 2014 the ACDP commissioned a study team to conduct the study for supporting the development of the Indonesian Qualification Framework (IQF).

The development objectives of this study are to contribute towards achieving nationalmedium to long term socio-economic goals by supporting efforts to improve the quality,efficiency, relevance and competiveness of national education and skills formation through theestablishment of an Indonesian Qualification Frameworkand associated systems andcapacity. This study aims to contribute towards [ACDP 2014]:

a) improved qualifications which better meet the needs of the labor market;
b) consistent standards for education / training providers and qualityassurance;
c) improvedaccess to information for prospective students, employers, and other stakeholders;
d) flexible pathways through the education and training system for lifelong learning; and
e) international recognition of Indonesian qualifications in the context of increased mobility of labor and competition between countries' education and training systems.

This final report covers the road map for the implementation of the Indonesian Qualification Framework (with reference to the ASEAN Qualification Reference Framework); the development of Recognition of Prior Learning; and the establishment of the Indonesian Qualification Board.

1.3.2   Development strategy

As the program was designed for 15 months of work, it was impossible to cover the entire spectrum of available fields. Therefore, it was agreed that a number of keyfields would be selected as pilots, and used as reference for further developing the qualificationsspecificationsfor other fields.The following points were considered in carrying out the selection process.

a) *National priority*: Fields considered a priority for national development. The aim was to conduct intensive consultations with relevant stakeholders and an extensive study on the existing MRA to define the national priority fields.

b) *Feasibility:* Fields that are relatively more prepared for implementation which would require extensive study on the exising documentation of work already done.

c) *Impact:* Fields that might have the greatest impact on other fields. The aim was for the selected fields to become a main reference for other fields in implementing the qualifications framework. The intention was for intensive consultations with relevant stakeholders and extensive study on experiences of other countries in this issue.

d) *Representativeness:* Fields that represent a variety of scientific disciplines (e.g. engineering, medical, law, or accountancy), or the basis from where the competency is developed (e.g. industry based or profession based).

Following this process the three fields of Tourism, Accounting, and Nursing were selected as the pilot fields. It is important that they are included inthe 12 priority integration sectors of AEC 2015 and are also included in the MRA's among ASEAN countries. The three fields, when proposed, were unanimously endorsed by the stakeholders who participated in the workshop on the Inception Report.

This study is carried out in 4 stages, as described in the inception report [ACDP 2014].

Chapter 2   Current stage of implementation

2.1   Indonesian Qualification Framework

As the largest economy in Southeast Asia, Indonesia is also the largest market in the region, making it vulnerable to the potentially uncontrollable influx of foreign workers eager to capitalize on the large employment opportunities. In order to cope with the challenges, immediate actions have to be taken. In the short term, Indonesia needs to establish a National Qualifications Framework (NQF) and implement it as government policy. In the long run, Indonesia has to improve the quality of its human resources through the implementation of the qualifications framework.

In 2012 the Presidential Decree 8/2012 on the Indonesian Qualification Framework (IQF) was enacted. The Presidential Decree stipulatesa hierarchy of 9 levels of learning outcomes to enable equivalencingof the outcomes of formal education, non-formal education, and informal learning or work experiences. The Presidential Decree 8/2012 on the Indonesian Qualification Framework (IQF) does not describe qualifications but allows further stipulations for the IQF is to be governed by the 'minister handling labor issues and the minister in charge of education affairs'.

The notion of equivalence as illustrated in Figure-1 [DGHE 2012] indicates that the IQF serves as a reference for understanding the complexity of recognized competences in the job structure in all sectors. It also becomes the fundamental reference for defining the competence of graduates of academic, vocational, and professional education against the different levels. The levels of the IQF are described as learning outcomes, consisting of (i) values, ethics, moral as basic components; (ii) science, knowledge, or knowhow comprehension; (iii) work competencies; and (iv) level of autonomy and responsibility in the work place [DGHE 2012].
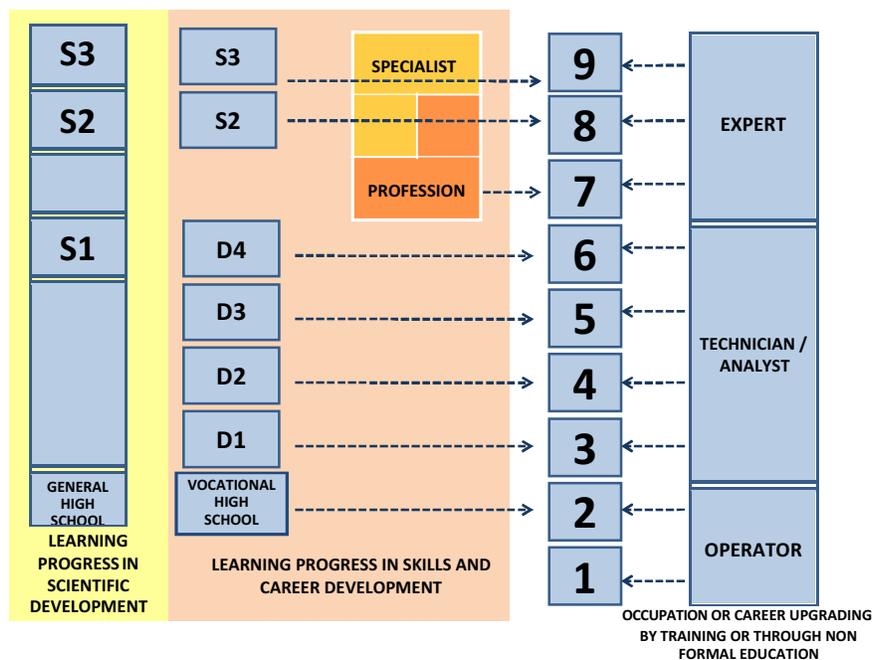
Figure-1: The Indonesian Qualifications Framework (IQF) [DGHE 2012]

2.2   Assuring quality in higher education

All qualifications included in the IQF must meet an agreed standard established by all relevant stakeholders. Since the nature of vocational education and skills training is closer to the world of work, it is understandable that this sector was the first in implementing agreed competency standards for sectors. Within this context, quality assurance plays a central role in implementing the standards, as deliberated in the following sections.

2.2.1   Accreditation

The Law 20/2003 on the National Education System stipulates that accreditation is mandatory for all education providers. Currently the accreditation process is carried out by the following agencies:

- National Accreditation Agency for Basic and Secondary Education (BAN-SM);
- National Accreditation Agency for Higher Education (BAN-PT);
- National Accreditation Agency for Non Formal Education (BAN-PNF); and
- Independent Accreditation Agency (LAM)[2].
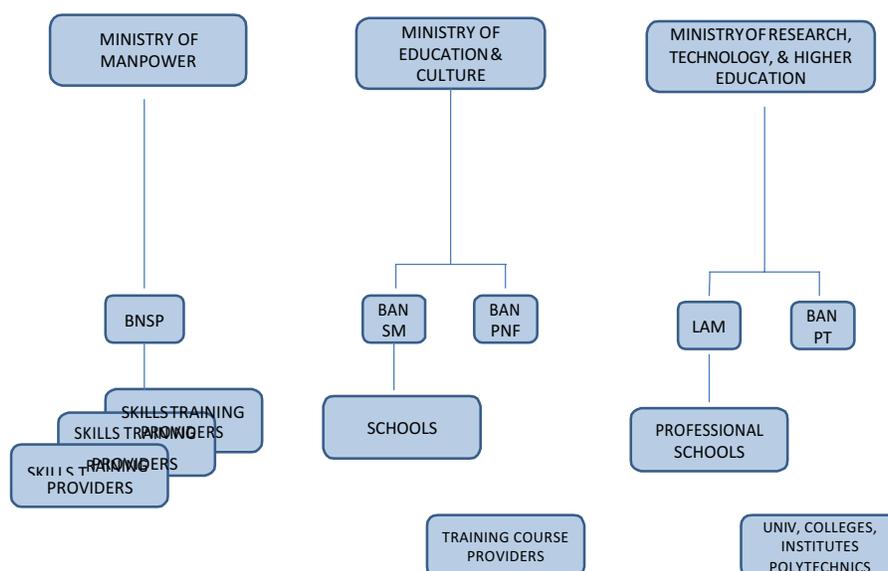
Figure-2: Accreditation agencies for education, training and/or assessment providers

In addition to the accrediting agencies illustrated in Figure-2, there are a limited number of providers under other line Ministries which operate outside the system. Just to mention a few: the college of aviation, the college of maritime, the police academy, and the military academy.

In the higher education sector, the accreditation process is conducted by BAN-PT using the National Standards on Education as the main reference. The National Standards on Education is developed by the Board of National Standards on Education (BSNP) and is enacted by the MoEC regulation. Although

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[2] LAMs are currently established to accredit the professional education, such as medical education and engineering education. In the medium term, the mandate of LAM will be expanded to cover accreditation of all study programs, whilst BAN-PT will focus its attention to conduct institutional accreditation.

learning outcomes have been included in the national standards, the current assessment process does not assign significant weight to the outcomes. One of the possible reasons is that assessors are not yet sufficiently trained to assess educational outcomes.

In addition to government accreditation, some study programs in more established universities also acquire international accreditation, mostly from international professional associations such as the Accreditation Board for Engineering and Technology (ABET). In ASEAN, the ASEAN University Network (AUN) provides services to assess the quality of an education provider. Some university study programs have benefitted from such optional external services.

2.2.2   Professional certification

In the context of Indonesia, the higher education sector also includes vocational education conducted by polytechnics, and in some cases by universities and colleges. Many of these providers are also licensed to certify graduates of the study programs on behalf of relevant professional associations. In some fields, the professional certification brings significant benefits to the graduates so that many also put effort into acquiring it, either through their higher education institution or directly from the professional association.

In specific sectors such as health, a national exit examination is organized by the relevant professional association. Only examinees that pass this examination are certified, and without this certification a graduate is not eligible to acquire the license for practice. Such national exit examinations have been imposed for medical doctors and nurses.

While an important means of checking competence, exit checks or tests should be accompanied by the assessment of educational inputs through accreditation because experience indicates that over reliance on exit examinations can encourage manipulation of the testing process.

2.2.3   Internal quality assurance

Although external assessment is an important aspect in assuring quality, quality assurance must be internally driven. Currently concerns over quality assurance in many institutions are only observed prior to the accreditation cycle. In the long run, reliance on external quality assurance alone will not be sustainable.

The culture of continuous quality improvement was widely popularized in 1970s by the culture practiced in the Japanese manufacturing industries. Subsequently the concept has been adopted, not only by industries, but also by organizations in the social sector including educational institutions. Therefore, the development of a quality culture in any learning organizations should eventually become the ultimate objective to ensure sustainability of high quality outcomes for graduates.

The concept of continuous quality improvement (Kaizen), as illustrated in Figure-3, was considered to be the strength of Japanese industries in their competition with the more established industries in Western economies. Kaizen, originally introduced to the West by Masaaki Imai [Imai 1986], today is recognized worldwide as an important pillar of an organization's long-term competitive strategy. The lessons learned in other industries can be applied to educational institutions.

Although an internal quality assurance unit is mandatory for all higher education institutions, its effectiveness varies significantly between institutions. The policy directions of the MoRTHE should provide the clear message that strong internal quality assurance is the ultimate objective and this must be reinforced in the National Standards on Education and through assessment by BAN-PT.
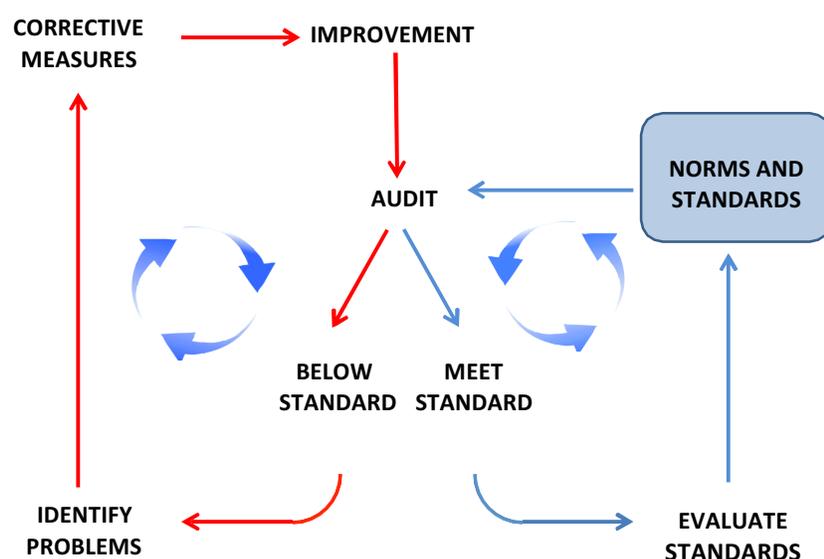
Figure-3: KAIZEN: Continuous quality improvement

2.3 Implementation of competency standards

2.3.1 Skills training providers

The skills training programs are mostly administered under the auspices of the Directorate General of Early Childhood and Non Formal Education in the Ministry of Education and Culture (MoEC) and the Directorate General of Training and Product in the Ministry of Manpower (MoM)[3]. Nonetheless, various technical Ministries and industries also undertake skills trainings, e.g. the college of aviation and the college maritime which are part of the Ministry of Transportation.

> **Skills Training Centers (*Balai Latihan Kerja*)**
>
> In 1970, BLKs were established in several provincial capitals and districts under the MoM to provide skills training for the younger generation. BLKs had the potential to become the backbone of the skills training system. The system consists of one large BLK located in each provincial capital, supported by smaller training centers at the district level. In total there are approximately 200 smaller BLKs located all over Indonesia. These centrally managed BLKs could potentially become part of the standard-setting training system that, apart from providing market oriented training, could serve as centers of excellence for mentoring private training providers, provide support to the apprenticeship system, and conduct institutional training.
>
> After the decentralization process in 2000, however, the ownership of BLKs was transferred to the regional government (provincial and district level). Today many BLKs are not properly managed and some centers are wasted as well as underutilized.

The following groups of providers are the provider stakeholders in the skills training system:

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[3] This grouping is derived from the prevailing regulations (Law 20/2003) and also implemented in the organizational structure of the MoEC.

- The Training Center (*Balai Latihan Kerja - BLK*) under MoM;
- Community colleges under MoEC (just recently legalized);
- Non degree programs offered by higher education institutions under MoRTHE;
- Private training and course providers:
  - *Lembaga Pelatihan Kerja (LPK)* registered and accredited by MoM
  - *Lembaga Kursus dan Pelatihan (LKP)* and *Program Kegiatan Belajar Masyarakat (PKBM)* – registered and accredited by MoEC;
- The national apprenticeship system under MoM.

Other Ministries also provide training through their training units (Diklat) or through private providers. Although their capacity is mostly small, they play an important role in their respective sectors.

The most recent information on private training providers acquired from MoM and MoEC is presented in Appendix-1. However, the accurate total number of skills training providers is difficult to determine, since some are double-counted. The latest figures acquired show that under MoEC, 74 types of courses and training are registered and offered by a total of 27,321 providers.

	SECTOR			SECTOR	
1	Computer	5717	8	Automotive	561
2	English training	4423	9	Driving lesson	494
3	Tailor	3111	10	Culinary	410
4	Hair dresser	1831	11	Music	350
5	Lesson counseling	1711	12	Arithmetic	334
6	Bridal saloon	1615	13	Embroidery	306
7	Beautician	895			

Table-1: Programs offered under MoEC[4] [MoEC 2015]

2.3.2 Competency based training and assessment

In order to improve effectiveness and productivity, in early 2000 a Memorandum of Understanding (MOU) between the Indonesian Chamber of Commerce and Industry (KADIN), the MoM, MoEC, and MoI was signed to promote a competency based training system. Based on this MOU, a concept of competency-based training was developed and the principles were later accommodated in the Manpower Law 13/2003. The Law provides a right to every worker to acquire competencies, which can be obtained either through training programs or through competency certification. A competency is defined as a worker's ability to perform a job as required by an employer. It should be noted that this Law was enacted 9 years before the Presidential Decree 8/2012 (IQF) was issued.

As mandated by the Law 13/2003 and elaborated by Regulation 23/2004,the National Agency for Professional Certification or *Badan Nasional Sertifikasi Profesi* (BNSP) was established as an independent agency with the responsibility of carrying out certification of competencies[5]. BNSP provides licenses to professional certification bodies or *Lembaga Sertifikasi Profesi* (LSP), which are legal entities established by industry and/or professional associations, to carry out the certification process. By the end of 2014, BNSP has licensed 137 LSPs, mostly in manufacturing, services, tourism, and general workers (including migrant workers). BNSP is responsible for periodically assessing the quality of LSPs, and its distribution is presented in Table-2.

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[4] Only sectors with more than 300 programs are presented.

[5] BNSP consists of 25 members assigned by a Presidential Decree for a term of five years; 15 of them represent private industries whilst the remaining 10 represent government agencies. It is chaired by a Chairperson and a Vice Chairperson and supported by a Secretariat.

In the period of 2005 to 2014, the accumulated number of certified workers is approximately 2.1 million, mostly migrant workers. The government has an ambitious target to achieve 9 million certified workers in 2019.
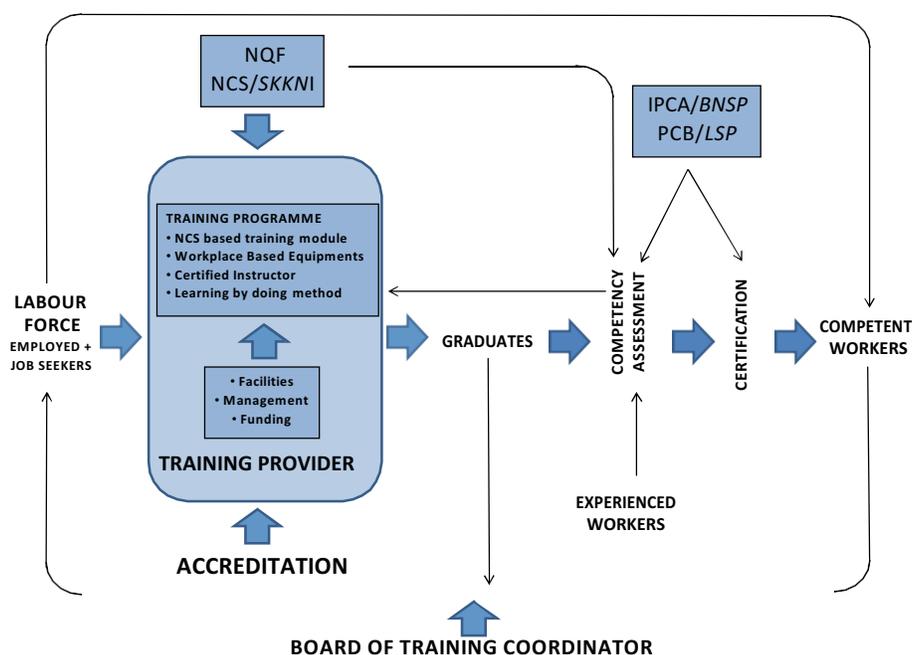
Figure-4: National Competency based training system [BNSP 2014]

The Government Regulation 31/2006 on the National Skills Training System (*Sistem Pelatihan Kerja Nasional / SISLATKERNAS*) was issued as a platform for the integrated competency based training system. SISLATKERNAS describes three pillars of competency based training system, namely (i) competency standard, (ii) competency based skills training program, and (iii) competency certification. The linkage between the three pillars is presented in Figure-4.

SECTOR		SECTOR	
Communication and information	3	Maritime and fisheries	1
Tourism	15	Forestry	2
General workers	16	Trading	8
Manufacturing industries	25	Construction	1
Finance and banking	8	SME & cooperatives	3
Energy and mining	8	Services	20
Transportation	7	Education	10
Health care	4	Security	1
Agriculture	3	Local government	1

Table-2: Distribution of the licensed Professional Certification Bodies or LSP [BNSP 2014]

The three levels of competency standards (knowledge, skills, and attitudes) are (i) National Competency Standard (NCS) or SKKNI (*Standar Kompetensi Kerja Nasional Indonesia*)[6]; (ii) International Standard; and

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[6]SKKNI (*Standar Kompetensi Kerja Nasional Indonesia*) or Indonesian National Competency Standard is a description of competencies required by a person to be assigned in a particular occupation or position. SKKNI covers knowledge, skills, and attitude, and shall be used as a national reference in developing a competency. SKKNI could be arranged in a package consisting of clusters of competencies and/or units of competencies (*unit kompetensi*), occupancy, or job title (*jabatan*).

(iii) Special Standard. The NCS is developed based on the guidelines stipulated in the MoMT Regulation 12/2007 (later revised by the MoMT as Regulation 8/2012).

The development of a NCS involves MoM, other relevant technical Ministries, and the Committees of Competency Standard. Competency Based Training is a training approach that includes modules, training aids, methods, and instructors. The approach aims to apply competency-based standards and implement principles to ensure a graduate acquires competencies as required by the NCS, and to be eligible to receive the Certificate of Competency. Unfortunately the current SISLATKERNAS does not include graduates from formal education, i.e. higher education institutions and vocational high schools.

By the end of 2014, 406 packages of competency standards (SKKNI) have been developed in the main economic sectors, as illustrated in Table-3. The number of SKKNI to be developed yet is still very large, considering the rapid advancement of technology. Jobs in information and communication technology as well as logistics are only a few examples of new occupations in the market that require definitions of competency standards. In order to achieve the government target of 10 million certified workers in 2019, a significant number of additional packages are needed in the near future.

Sector	Number of standards
Agriculture	56
Mining and energy	52
Manufacturing	54
Construction	108
Tourism & Culture	56
Services & Others	80
TOTAL	**406**

Table-3: Distribution of packages of competency standards developed by sector until 2014 [BNSP 2014]

Competency-based programs administered by MoEC had been in operation for some time prior to the issuing of the IQF Decree. Therefore, their structure has to be adjusted to comply with the IQF. The learning outcomes also need adjustment, particularly in shifting the emphasis from education to skills formation. Table-4 presents courses under MoEC that have been adjusted to comply with the IQF.

Acupuncture	Driver	Housekeeping	Skin Cosmetics
Accountancy	Piano	Japanese Language	Chinese Medicine
Aerobic	Secretary	Foot Reflexology	Tax management
Baby Sitting	Fashion Design	Master of Ceremony	TV Broadcasting
Bridal Saloon	Florist	Motorcycle Mechanics	TV Cameraman
Spa	Hair Dressing	Embroidery & Patchwork	Video Editing
Dried Florist	Culinary	Export & Import Adm.	Wedding Decoration

Table-4: Programs under MoEC with IQF referred qualifications [MoEC 2015]

2.4   Recognition of Prior Learning

The issues in Recognition of Prior Learning (RPL) development and implementation can be categorized into two sectors, i.e the education sector and the skill sector.

The education sector concerns with at least 3 (three) aspects to widen opportunity of people for i) entering the formal education pathway on the basis of some underpinning aims such as approving lifelong learning; ii) advocating skills and knowledge upskilling; iii) acknowledging quality equivalence among education institutions or between education institutions and relevant RPL providers; etc.

The skill sector on the other hand converges on equating job qualification and competence among relevant training providers or career pathway between work places; recognizing informal or experiential

learning of individual employees; recognizing job competencies obtained from informal and non-formal pathways or professional certification obtained outside the workplace.

2.4.1   RPL in higher education

In Indonesia a common conversion model is implemented by recognizing a student's previous academic standing by the receiving institution. In its current practice this type of RPL like may be closely categorized as a credit earning model. Some common characteristics of the practiced procedure can be identified as follows,

- credit transfer is applicable for courses with the same title and curricula, offered by the same kind of study program;
- the number of credits transferred should not exceed 70% of the total credit earned in the previous study program; and
- a 'conversion program' is mandatory in the receiving private institutions and they choose only students originated from institutions with higher quality status.

This RPL-like practice is not officially termed as RPL and is only adopted by individual institutions. In a similar manner, conversion programs from the vocational to academic stream, mostly from D3 to S1 programs, are also commonly conducted among institutions. This recognition model can also be categorized as an 'unofficial' RPL-like process since the characteristics of learning in the D3 program are much different compare to S1. In most cases the receiving institutions conduct local assessment to determine the total credit and courses could be transferred to the S1 program. Currently, it is being practiced by limited number of higher degree institutions.

2.4.2   RPL in wider context

Although RPL has been performed in some industries to recognize employee's competency in career promotion process, a national standardized procedure is relatively new for Indonesia. The recent initiative to implement RPL in Indonesia aims to widen education access by providing the opportunity for employed workers to pursue a further qualification by reentering formal higher education. Their prior experiences could be assessed to gain exemption from some or all of study program requirements.

In line with the development of IQF in the education sector, MoRTHE has developed an initial idea on RPL to accommodate a life-long learning scheme to facilitate the recognition of people with relevant employment experience as qualified lecturers, enabling them to work in higher education. Thus, for example, workers who graduated from vocational programs (D1, D2 and D3) and HS (High School) or VHS (Vocational High School) leavers who would seek further education will be assessed. Through RPL learning from their prior working experiences can be assessed with a view to granting exemptions in entry requirement into higher level of education for D1, D2, HS and VHS graduates: as well as to waive relevant courses for D3 graduates, as illustrated in Figure-5. Also as mentioned in section 2.3.2, in the skills sector, the Government Regulation 31/2006 established the national skill training system (Sislatkernas).
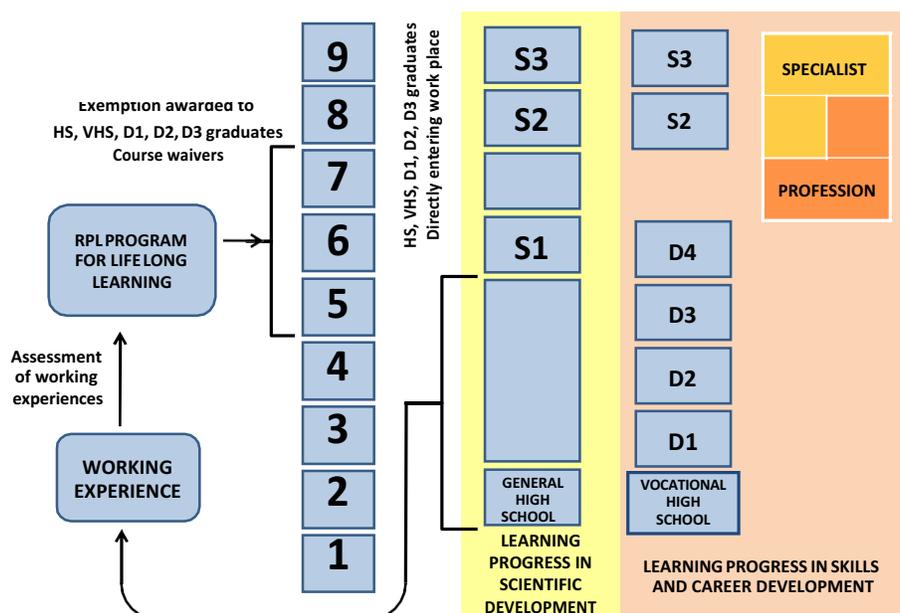
Figure-5: Implementation of RPL in formal education

In 2013, the Directorate of Learning and Student Affairs (DLSA)[7] launched a pilot program in selected study programs in public polytechnics. The study programs presented in Table-5 were selected in a competitive manner based on their management capacity to undertake the program. Evaluation after one year shows that in general the results have not been as expected, and a significant effort is still needed to improve the design and implementation mechanism in the future.

Study program	Institution	Study program	Institution
D4 Civil Engineering	Politeknik Negeri Bandung	D3 Fishery Culture	Politeknik Negeri Lampung
D4 Informatics	Politeknik Negeri Bandung	D3 Civil Engineering	Politeknik Negeri Sriwijaya
D4 Mechanical Engineering	Politeknik Negeri Bandung	D4 MICE	Politeknik Negeri Jakarta
D3 Informatics	Politeknik Negeri Batam	D3 Hotel Management	Politeknik Negeri Bali
D3 Automotive	Politeknik Negeri Banjarmasin		

Table-5: Study programs selected as pilots

Similar procedures are applicable for supporting improvement in the qualification levels of faculty members who apply for higher status faculty membership. A more important benefit, as mentioned above, lies in capitalizing the expertise of industrial practitioners who, without an RPL procedure, will not be eligible to become lecturers in vocational programs. In order to facilitate RPL implementation in higher education, the MoEC Regulation 73/2013 was issued. The Regulation promotes RPL for life-long learning and facilitates RPL for recognizing professionals with qualifications at IQF levels 8 and 9 to become lecturers. However, an operational guideline to recognize individual's expertise and assign them in the institution's personnel system is required.

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[7]Now the Directorate General of Learning and Student Affairs (DG LSA)

2.5 Defining learning outcomes

The Presidential Decree on the IQF requires all study programs, as well as courses and skill training offerings, to adjust their learning outcomes with reference to the IQF. At the beginning of this study, descriptors in 75 study programs in 29 fields /professions, within the 8 priority sectors[8], have been drafted, as presented in Appendix-1. At the end of 2014, an additional 25 descriptors were developed.

The Presidential Decree revives the concept of competency standards in courses and training. Courses and training that previously used competency standards emphasizing education achievement need to adjust their learning outcomes to skills formation, and make this information available for the public. In order to improve transparency, the qualifications and competencies of a graduate should be stated in a document, termed as Diploma Supplement (*Surat Keterangan Pendamping Ijasah*), as required by MoEC Regulation 81/2014. Although the reputation of the issuing institution is currently crucial in appreciating the graduate's competencies, the use of the Diploma Supplement provides additional information to improve the stakeholders' trust and confidence of graduate outcomes.

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[8] Nursing, accounting, tourism, engineering, dental practitioners, medical practitioners, surveying, and architecture

Chapter 3   International experiences

3.1   National Qualifications Framework (NQF)[9]

A national qualifications framework in its simplest form is a set of standards for a nation's agreed qualifications. Qualifications are defined by a set of criteria for each type and classified in relation to each other according to levels of complexity and volume of learning. This allows for qualifications from the different education sectors to be understood in relation to each other based on their level of complexity and size; the outcomes can be the same while the purpose and methodology may be different (see box).

> **Qualifications Framework in the European context [Coles 2006]**
>
> An instrument for the development and classification of qualifications according to a set of criteria for levels of learning achieved. This set of criteria may be implicit in the qualifications descriptors themselves or made explicit in the form of a set of level descriptors. The scope of frameworks may be comprehensive of all learning achievement and pathways or may be confined to a particular sector for example initial education, adult education and training or an occupational area. Some frameworks may have more design elements and a tighter structure than others; some may have a legal basis whereas others represent a consensus of views of social partners. All qualifications frameworks, however, establish a basis for improving the quality, accessibility, linkages and public or labor market recognition of qualifications within a country and internationally.

The criteria for the qualification levels and qualification types are expressed as learning outcomes that is, the expression of what the graduate (the qualification holder) knows, can do, and can apply in context (such as the workplace or further learning). The use of learning outcomes, often a paradigm shift for many education systems, requires qualifications to change from an internal institutional perspective of learning inputs to externally benchmarked statements of the outcomes to be achieved by graduates. The shift to learning outcomes is about transparency of qualifications that is, transparency about what is taught and also that assessment matches the promise of the agreed qualification criteria.

The shift to learning outcomes-based qualifications, a key feature of a qualifications framework, puts assessment front and center. This does not negate the importance of quality teaching and learning, but it does allow different pathways to achieving a qualification which may not be based on formal learning. Recognition of an individual's existing capability for applying knowledge and skills gained in the non-formal and informal spheres can be assessed against the learning outcomes and lead to the issuing of a qualification. Mechanisms for formally assessing these capabilities, most notably referred to recognition of prior learning (RPL), maximize the existing human resources available for the workforce and reduce pressure on education systems for formal learning. Accumulating credit through RPL and other formal credit arrangements facilitates pathways into and through the qualification system and is often one of structural aspects of a national qualifications framework.

Accompanying the implementation of learning outcome-based qualifications is the requirement for external benchmarks. Qualifications are the culmination of a body of knowledge and skills developed for a purpose, usually for employment but also for further learning that ultimately leads to employment. Hence the external benchmarks for qualifications are the standards for undertaking an occupation or occupational standards, also referred to as competency standards or professional standards. Occupational standards are agreed by the nation's industry stakeholders (such as employer peak bodies,

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[9]Full report prepared by Ms Ann E. Doolette on international experiences on NQF is submitted separately.

professional associations and labor unions) and are informed by international standards reached by mutual agreements by countries' occupational agencies.

3.1.1 Quality assurance

An essential aspect of a qualifications system, and the foundation for implementation of a national qualifications framework, is quality assurance which provides confidence in the qualifications issued. External quality assurance arrangements, robust enough to satisfy stakeholders and social partners, are essential if confidence and trust in qualifications is to be established. Successful implementation of a national qualifications framework is underpinned by robust quality assurance arrangements to provide credibility for the qualifications in the framework and users' confidence in qualifications awarded. Credibility and confidence are important both nationally and internationally if the qualifications are to be recognized as having value. Quality assurance must cover the approval processes of the programs of study leading to qualifications (often referred to as accreditation), approval of providers authorized to deliver, assess and issue the qualifications (often referred to as accreditation or registration).

The international overview accompanying this report looks at both the quality assurance processes put in place for higher education institutions and the quality assurance standards against which approval of programs of study and the providers that deliver them are assessed. Together the processes and the standards form the educational quality assurance arrangements required for a national qualifications system based on a qualifications framework.

Quality assurance arrangements are at different stages of development around the world as is the case with the varying stages of development and implementation of qualifications frameworks. However, there is general consistency in how quality assurance is operationalized around the world in countries with qualifications frameworks as the four countries studied illustrate.

Collectively these examples highlight the different levels of maturity of national qualification systems, the similarity in arrangements but also the contrast in approaches. What is evident in these four examples is that they have moved beyond the use of collegiate and internal peer-based quality improvement methodologies for their quality assurance although this remains an important additional tool for continuous improvement used by some, for instance New Zealand and for others newer to external quality assurance like Hong Kong (see Table-9).

In summary, if qualifications are to be valued by the holders of qualifications (the graduates), the labor market (employers of both professional and skilled human resources and labor unions), governments and the community and have credibility internationally, a country needs a set of standards for its qualifications that are nationally acceptable and can be translated internationally. To establish the value, credibility and stakeholder trust, the qualifications framework must be situated within a qualifications system. The component parts of a qualifications system necessary to implement a qualifications framework are illustrated by those already in place and are well documented.

Around the world, higher education tends to be characterized by a demarcation between the older established universities which traditionally are autonomous educational institutions, usually with the authority to approve their own programs of study, and newer higher education providers some of which have been granted university status. The former usually have a strong tradition of research, are often ranked highly in the prestigious international ranking tables and commonly attract the best national students as well as international students.

	Approval (initial) of Institution*	Monitoring of Institution	Approval of Study program	Approval of Institution to Deliver Study program	Monitoring of Study program
Australia					
Autonomous Universities	Not applicable	Tertiary Education Quality and Standards Agency (national government authority) on regular cycle and on risk assessment	All have self-approval status; individual university internal processes required under TEQSA Act	All have self-approval status; individual university internal processes required under TEQSA Act	Tertiary Education Quality and Standards Agency on risk basis; individual university internal processes required under TEQSA Act
Other HE Providers	Tertiary Education Quality and Standards Agency (national government authority established under legislation)	Tertiary Education Quality and Standards Agency (national government authority established under legislation)	Tertiary Education Quality and Standards Agency (national government authority established under legislation)	Tertiary Education Quality and Standards Agency (national government authority established under legislation)	Tertiary Education Quality and Standards Agency (national government authority established under legislation)
New Zealand					
Autonomous Universities	Not applicable	Universities New Zealand-owned Academic Quality Agency for New Zealand Universities	Universities New Zealand-owned Committee on University Academic Programs (delegated legal authority)	Universities New Zealand-owned Committee on University Academic Programs (delegated legal authority)	Universities New Zealand-owned Committee on University Academic Programs (delegated legal authority)
Other HE Providers	New Zealand Qualifications Authority (government authority established under legislation)	New Zealand Qualifications Authority (government authority established under legislation)	New Zealand Qualifications Authority (government authority established under legislation)	New Zealand Qualifications Authority (government authority established under legislation)	New Zealand Qualifications Authority (government authority established under legislation)
Ireland					
Autonomous Universities	Not applicable	Universities-owned Irish Universities Quality Board	Individual university internal processes	Individual university internal processes	Individual university internal processes
Other HE Providers	Quality and Qualifications Ireland (government authority established under legislation)	Quality and Qualifications Ireland (government authority established under legislation)	Quality and Qualifications Ireland (government authority established under legislation)	Quality and Qualifications Ireland (government authority established under legislation)	Quality and Qualifications Ireland (government authority established under legislation)

COUNTRIES	Approval (initial) of Institution*	Monitoring of Institution	Approval of Study program	Approval of Institution to Deliver Study program	Monitoring of Study program
Hong Kong					
Autonomous Universities	Not applicable	University Grants Committee Quality Assurance Council (government sanctioned non-statutory body)	Individual university internal processes	Individual university internal processes	Individual university internal processes
Other HE Providers	Hong Kong Council for Accreditation of Academic and Vocational Qualifications (independent government agency established under legislation)	Hong Kong Council for Accreditation of Academic and Vocational Qualifications (independent government agency established under legislation)	Hong Kong Council for Accreditation of Academic and Vocational Qualifications (independent government agency established under legislation)	Hong Kong Council for Accreditation of Academic and Vocational Qualifications (independent government agency established under legislation)	Hong Kong Council for Accreditation of Academic and Vocational Qualifications (independent government agency established under legislation)

Note: *Approval processes and standards for the establishment of new universities are excluded from this summary.

Table-9: Quality assurance arrangements for higher education in case study countries

The established universities are typically small in number in any country and work cooperatively to maintain the quality of education and research amongst their collegiate membership. The latter, because of their short histories, are rarely granted self-approval and monitoring status and are subject to external quality assurance by government-sponsored agencies. This distinction is so in the case study countries and it influences the quality assurance arrangements in these countries.

3.1.2 Levels in the qualifications framework

While a levels structure is the most fundamental characteristic of a qualifications framework (national or regional), a generic definition of the term level in the context of a qualifications framework is hard to find as most qualifications systems describe it in relation to their own systems. For example, in the Australian Qualifications Framework (AQF), levels are defined as: 'AQF levels are an indication of the relative complexity and/or depth of achievement and the autonomy required to demonstrate that achievement. AQF level 1 has the lowest complexity and AQF level 10 has the highest complexity' [AQF 2013]. Similarly, the New Zealand Qualifications Framework describes its levels as: 'Levels are based on complexity, with level one the least complex and level ten the most complex' [NZQA 2013].

Levels are expressed as learning outcomes which increase in complexity with each level. Learning outcomes in qualifications frameworks are the description of the level of knowledge and skills that are required and the application of the knowledge and skill in context. They usually also specify other attributes that countries expect of their graduates about broader transferable skills and citizenship as well as employability skills. While the terminology for each part of a learning outcome may vary across countries, they effectively mean the same thing. The importance of levels is the gradation of the complexity of both the outcomes and the learning required to achieve the outcomes and the relationship between qualifications located at different levels which the levels establish.

3.1.3 Qualification types

A key characteristic of a national qualifications framework is the inclusion of qualification types. A qualification type is defined in the AQF as '…the broad discipline-free nomenclature used in the AQF to describe each category of AQF qualification' [AQF 2013]. This terminology was also adopted by New Zealand following its review of the New Zealand Qualifications Framework (NZQF) which it undertook at the same time as Australia's review. It describes qualification types in the NZQF as each qualification type is defined by an agreed set of criteria which includes the levels at which the qualification is listed and the number of credits required at each level' [NZQA 2013]. This nomenclature also appears in the European literature on national qualifications framework [EC 2008].

Qualification types are described by learning outcome-based descriptions, typically more detailed than the learning outcome-based descriptions for levels. The learning outcomes for qualification types define what the graduate must know, be able to do on graduation. This is described in terms of the complexity of the knowledge, skills and application that is required and generally is described without the content or discipline requirements. In addition, and unlike for levels, the description includes an expression of the amount of time required to achieve the learning outcomes (often referred to as volume of learning) and often makes a statement about entry requirements and sometimes the exit pathways. The inclusion of a purpose statement is helpful if multiple qualification types with different purposes are included at the same level or if this is the future intention. A qualification type is not limited to a particular education sector.

3.1.4 Qualifications pathways

Policies on qualification pathways are ideally built into national qualifications frameworks. Qualification pathways primarily are intended to facilitate students moving through the qualifications levels to gain higher level qualifications; for example this is defined in the AQF as part of its pathways policy as follows: 'Pathways allow students to move through qualification levels with full or partial recognition for

the qualifications and/or learning outcomes they already have' [AQF 2013]. In reality, these pathways between qualification levels can and should be upwards from one level to a higher level as students built their knowledge and skills, but also downwards or sideways when students want to supplement their existing knowledge and skills. Policies on pathways between qualifications generally describe the possible pathways and are built into the qualification type definitions, usually as the entry and exit pathways and any credit that may accrue from a completed qualification towards another.

Pathways between education and world of work are also important and are ideally encompassed into qualifications framework pathways policies. Assessment mechanisms to recognize the body of knowledge, skills and competence acquired at work should be included and the most common way is through recognition of prior learning. In the same way, non-formal and informal learning can be recognized and contribute to gaining a qualification at any level. If recognizing non-formal or informal learning is for the purpose of providing entry into a qualification, this may be done without formal assessment because demonstration of the qualification learning outcomes will occur throughout the program of learning, however if it provides credit towards the qualification this needs to be done through some form of assessment. Pathways between education and the workforce are also about the pathways for graduates from the education to employment.

A number of major studies on educational pathways have been undertaken in Australia's quest to improve the recognition of previously obtained knowledge, skills and experience, the most recent in 2009 undertaken by the then AQF Council. The report's summary of student pathways in informative in this context (see box).

> ### Student pathways [AQFC 2009]
>
> Student pathways are enabling processes that assist the movement of students between and within education and training institutions and the labor market. They should recognize that many students do not make a linear progression from one qualification to another at a higher level, exiting to work when their desired qualification is attained. Many students for example: change their minds and consequently the direction of study; go in and out of the workforce to VET and higher education to gain additional skills and knowledge; undertake additional study/training to add a specific skill or skills for employment advancement; or look to study at a later stage having been a nearly school-leaver.

The importance of qualifications pathways in a national qualifications framework is underscored by the Europeans by their inclusion of this as one of the ten requirements for referencing national qualifications frameworks against the European Qualifications Framework. Criterion 3 states: 'The national framework or qualifications system and its qualifications are based on the principle and objective of learning outcomes and linked to arrangements for validation of non-formal and informal learning and, where these exist, to credit systems'[EC 2001].

3.2   Recognition of Prior learning (RPL)[10]

3.2.1   RPL World Wide

In its regional and historical development, a number of terms have been used in different countries and for different purposes for the processes for RPL, such as: Accreditation of Prior Learning (APL), Crediting Current Competence (CCC), and Accrediting Prior Experiential Learning (APEL). APL and APEL tend to be common in parts of Europe (for example, in the UK and Ireland) whereas RPL tends to be used in Australia and New Zealand. Canada uses the term Prior Learning Assessment and Recognition (PLAR) as well as RPL and Recognition of Current Competence (RCC). France has a different system of professional certification in which assessment is known as '*Blain de competences*', '*Blain des competences*

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[10]Full report prepared by Professor Maria Slowey on international experiences on RPL is submitted separately.

approfondi', or '*Validation de Acquis des Experiences (VAE)*'. At a European level, common terminology is *Valorization of Prior Learning* or Validation of Prior learning (VPL).

Taking Europe as an example of a global region, one of the main driving factors underlying RPL development in the European Union (EU) was as a contribution to the aim that Europe should become a globally leading, dynamic and competitive knowledge-based region(EC 2008). As part of this, the expansion and development of the knowledge and skills of the European population was regarded as important, along with aims to promote active citizenship and social inclusion. Raising skill levels, promoting learning for all, lifelong learning/continuing education, seeking more flexible responses by education and training providers and recognizing knowledge and skills acquired outside formal education and training structures combined form elements of this strategy. Studies by OECD and UNESCO show similar policy objectives also underpin interest in RPL in other global regions [OECD 2010; UNESCO 2012]. The European Council Meeting in Lisbon 2000 was an important milestone in promoting the concept of RPL across European countries and, other regions in the world.

Depending upon historical and economic backgrounds of individual countries, the development and aim of RPL in Europe are mostly related to the effort for strengthening lifelong learning, widening access to further education, and mobility across countries. Interrelationship between economic and social development has also driven lifelong paradigm in formal education context hence promotes RPL concept into the NQF development strategy.

The connection between NQFs and RPL schemes in many countries has also accelerated the implementation of RPL all over the world. Some noteworthy and well established RPL programs can be identified in different countries, such as UK, Scotland, Ireland, Australia, New Zealand, Canada and USA. Similarly, other countries such as Hong Kong, South Africa, India and Indonesia are now keenly developing RPL agendas for a variety of reasons and objectives. In the case of Indonesia, some arguments to adopt RPL concept may related to more than just education or economic concerns but also include the need to recognize and validate qualification of traditional artists, such as traditional dancers, musicians, or sculptures, who may, through informal learning and practice, have achieved a certain level of capacity.

3.2.2   Different models (uses) of RPL

International reviews of RPL practices elucidate many ways in which RPL is implemented within national and transnational contexts, which reflect to considerable extent cultural, historical and socio-economic conditions. For example, there are notable differences in the legislative contexts underpinning qualifications, in educational and training systems, and in the extent to which professional bodies are involved in accreditation. Nevertheless, there exists clearly identifiable models of RPL and countries with a developed tradition of RPL utilize a mix of a number of models as the following illustrates.

RPL for access or non-standard admissions: RPL for access offers an alternative to the traditional admissions criteria for higher education institutions. In many cases prospective learners go through a process of mediation and preparation towards assessment of their readiness to enter higher education programs of study. In Ireland (to take an example from one of the first European countries to implement a national qualifications framework and the 2015 Chair of the European Qualifications Framework Reference Group) access to higher education is primarily attained on a competitive basis following successful completion of Leaving Certificate examinations.

However, adult/mature students are able to access higher education courses without completing a Leaving Certificate. A Higher Education Authority report [Carroll & Patterson 2011] indicates that, on average, mature students comprise 15% of the new full-time student population in Ireland. By way of comparison, only 5% of new full-time students in Germany are mature students. In the case of Ireland, the appeal of flexible part-time learning, which helps adults to balance study and life commitments, is further reflected in the fact that 92% of new part-time students in Ireland are mature learners. While a

significant number of mature students do go onto complete Irish Qualifications Framework level 8 qualifications, a higher proportion are enrolled in IQF level 6 and level 7 qualifications attaining, for example, Healthcare Certificates.

RPL for credit recognition: The credit recognition model of RPL facilitates the granting of credits by assessment or transfer towards granting part of a qualification or a full qualification. To do so, individual competence is assessed according to prescribed outcomes and standards, which enable institutions to judge a learner's eligibility for credit or study. Where qualifications are constituted by progressive stages (such as certificate, diploma and degree stages), a learner who has already completed a lower stage may transfer these credits and upgrade to a higher stage by completing a short cycle of study.

Nursing qualifications in several European countries for example, have evolved from a certificate/ apprenticeship to a three-year national diploma to the current bachelor degree. Through credit recognition, those who qualified before the standard qualification was upgraded to degree level are able to have recognized their existing nursing qualification and then fulfill the outstanding requirement of the degree qualification. For example, this RPL process was used extensively in Dublin City University to upgrade nursing qualifications.

A system supporting the transfer of credit between institutions builds flexibility into the learning process as it allows learners to enter and leave education programs without penalty and to progress towards a qualification over time. In Europe, the transfer or exchange of credits is governed by the European Credit Transfer and Accumulation System (ECTS), which assigns a credit, in terms of volume of learning, to each level of qualification.

As it assumes that candidates have sufficient cultural capacity to enter and complete higher education programs, the credit-recognition model is not necessarily viable for people who are economically vulnerable or disengaged from formal learning [Cameron 2006]. However, it is potentially a powerful way of fostering alternative pathways for people upgrading or moving between qualifications.

RPL for skills assessment and occupational advancement: This model supports the recognition of skills, knowledge and competencies for purposes of recruitment, promotion, and retraining. By incorporating RPL into the recruitment process, employers can identify applicants' skills and competencies and match these to the position for which they are applying. Audits of employee skill capabilities can further assist in the identification of appropriate training opportunities and thereby minimize the loss of resources due to duplicated learning. RPL may also be used to address continuing professional development (CPD) needs without recourse to training [Collins 2011]. For employees, the recognition of skills can boost confidence and identify avenues for further learning or career advancement. For example, it supports those who are already working in positions for which they have qualifications other than those currently recognized for that position. In certain professional scenarios, these individuals may be required to acquire new certification in order to continue to practice. RPL preparation and assessment processes may be used towards this certification.

RPL for personal development: This model entails the capacity of RPL to address the full potential of the individual rather than their measurable 'value' for assessment or credit exchange. RPL has the transformative potential to increase a learner's self-confidence and motivation for further learning and development because 'by giving people the chance to have their competences formally recognized, we provide them with evidence of their personal capital and promote self- knowledge and self-esteem'[UNESCO 2013:12]. Within the developmental model, knowledge is conceived in personal and experiential terms. Through considered reflection, the learner is encouraged to explore his/her experiences and values.

RPL is particularly significant for goals of social inclusion. In South Africa, for example, policy makers identify RPL as a means to widen educational access to indigenous populations and to acknowledge the value of their indigenous knowledge systems [du Pre & Pretorius 2001].

These models of RPL are associated with a number of related benefits for employability. Research in the United States indicates that RPL promotes persistence to complete a program of study as well as a cognitive transformation in the learner's ability to solve problems [Travers 2009 cited in Collins 2011:115]. RPL is further recognized as having the potential to empower workers to adjust to a changing labor market and to make career transitions [PLA Centre 2008].

3.2.3 RPL and National Qualification Frameworks

As mentioned previously, a national qualifications framework (NQF) is a set of nationally agreed standards developed by competent authorities, which recognize learning outcomes and competences for all forms of learning [UNESCO 2012]. This requires that each type of qualification is defined at a national level by a set of criteria and then classified in relation to other qualifications according to levels of complexity and volume of learning. The NQF thereby allows for the comparison of qualifications across the education and training sectors.

RPL systems are best served when levels of qualifications are clearly articulated in an outcomes-based NQF, with specific competencies articulated for particular economic areas and occupations. Prior learning can then be mapped against the NQF to produce a form of recognition that can be interpreted by training providers, employers and the learner. Internationally, the link between RPL systems and NQFs may vary in terms of a country's approach to national reference points; national policy and legislation; the conceptualization of RPL for social inclusion; stakeholder involvement; and specific features of the recognition processes [UNESCO 2013:13]. Currently, RPL systems are 'being developed with an eye to a future in which outcomes-based NQFs will support the necessary reforms in education and training, and facilitate nationally standardized and internationally comparable qualifications [UNESCO 2013:14].

NQFs and RPL [UNESCO 2013]

Bjornavold [cited in UNESCO 2013:18-19] identifies four ways in which NQFs are complementary to RPL.

a) NQFs focused on the development of explicit outcome-based standards can accommodate non-formal and informal learning;

b) Recognition of non-formal and informal learning can open up qualifications to a broader user base from the domains of work, adult education and the voluntary sector;

c) NQFs and recognition practices can enable people to progress both vertically and horizontally on the basis of their competences rather than on the basis of specific learning; and

d) Transparent quality assurance processes must be developed, if non-formal and informal learning are to be accorded the same quality requirements as formal learning.

For non-formal learning, the standard of learning outcomes defined in NQFs typically need to be more flexible than in the formal education system. Some authors, such as Downes [2011], suggest that standardization may give rise to a loss of identity for the educational sector while also undermining learners from marginalized backgrounds who were previously alienated from the formal education system. To address these concerns, some countries utilize competence-based frameworks for adults that allow for assessment of non-formal and informal learning outcomes. Regardless of the variations in methodology, it is internationally recognized that to establish trust and credibility in qualifications among all stakeholders – including graduates, the labor market and wider society - the qualifications framework must be situated within a qualifications system that can be accepted nationally and translated internationally.

In the UK and Ireland, each stage within the qualifications framework is referred to as a 'level', which is a measure of increasing depth, complexity and difficulty of knowledge and competence. National systems vary in the number of levels used. The Irish National Framework of Qualifications, for example, is a ten-level system which gives an academic or vocational value to all qualifications that may be obtained

through school, vocational, and further and higher education. Across the 10 levels, there are 16 major qualifications (awards) including eight training and higher education qualifications, from levels 6 to 10. Academic value is expressed in terms of the credits, a measure of volume or years completed, attained at a particular level.

In addition to levels, for RPL it is also important to have a shared understanding of the volume of the knowledge and competence required. In Europe, for example, the volume associated with academic credits and qualifications is expressed in terms of the allocation of European Credit Transfer and Accumulation System (ECTS). The equivalent in the vocational sector is the European Credit Transfer System for Vocational Education and Training (ECVET). By making the learning outcomes of programs across Europe comparable, ECTS and ECVET aim to support the transfer of learning between institutions and the creation of flexible entry and exit points for students pursuing qualifications.

As an illustration, Table-10 outlines the levels in the Irish National Framework of Qualifications in terms of the major qualifications (awards), their associated ECTS credits, and their alignment to the European Qualifications Framework (EQF) and to the EHEA (Bologna) Framework, which defines the learning outcomes of programs against three higher education cycles.

The EQF is a ladder in the sense that from level 1 to level 8 the associated learning becomes more complex and makes greater demands on the learner or worker. Increases in level 1 to 8 relate to different factors such as: the complexity and depth of knowledge and understanding; the degree of necessary support or instruction; the degree of integration, independence and creativity required; the range and complexity of application/practice; and the degree of transparency and dynamics of situations [EC 2008].

INQF level	Comparable award	ECTS credits	EQF level	EHEA Framework (Bologna)
1	Level 1 certificate			
2	Level 2 certificate		1	
3	Level 3 certificate			
	Junior certificate		2	
4	Level 3 certificate			
	Leaving certificate		3	
5	Level 5 certificate			
	Leaving certificate		4	
6	Advanced certificate			
	Higher certificate	120	5	Short cycle within first cycle
7	Ordinary Bachelor degree	180		
8	Honours Bachelor degree	180-240	6	First cycle
	Higher diploma	60		
9	Masters degree	60-120		
	Postgraduate degree	60	7	Second cycle
10	Doctoral degree		8	Third cycle

Table-10: Example mapping of a national framework onto a regional framework: The Irish qualifications system in a European context

3.2.4 RPL in practice

As mentioned previously, RPL is implemented for different purposes and at different levels and precise mechanisms vary across international experience. To integrate RPL into existing formal systems, UNESCO [2012:5] recommends the following:

- develop a mechanism for the formal education and training system that pays more attention to the quality of learning outcomes;
- create awareness and acceptance in formal education and training systems of the learning outcomes gained in non-traditional settings;
- use RVA to build bridges between the different education and training sectors and to promote the integration of the outcomes of formal, non-formal and informal learning; and
- develop approaches to increase interaction between educational institutions, enterprises and voluntary organizations to translate learning outcomes from working and life experiences into credits and/or qualifications [UNESCO 2012:5].

In many countries with a long tradition of RPL, practices, approaches and methodologies have changed significantly over the years. Taking the perspective of the European experience, examples of good practice from Ireland and the UK are highlighted. There is considerable documentation regarding the current practice of RPL in Ireland including country reports from the OECD [2008] and the European Inventory on Validation of Non-formal and Informal Learning [2012] as well as a report for the national Expert Group on Future Skills Needs [2011].

Led by the Cork Institute of Technology, a working group established under the HEA's Strategic Innovation Fund (SIF) reviewed RPL practices in eight Irish higher education institutions. The resulting document [Sheridan & Lenihan 2009] explores details of current practices and offers recommendations for further development of RPL. Additional examples of good practice are drawn from the UK experience, in particular from the Scottish Credit and Qualifications Framework, and from the European Guidelines for Validating Non-Formal and Informal Learning [Cedefop 2009].
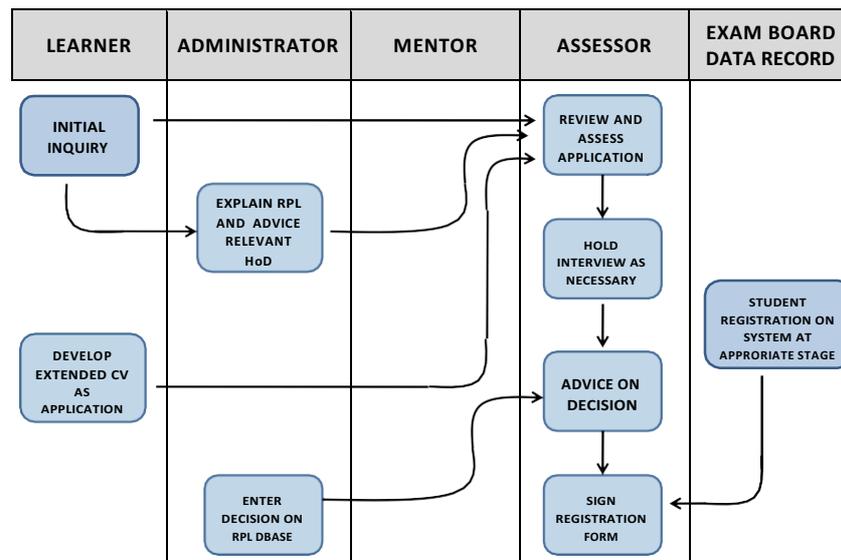
Figure-6: RPL for Entry [Sheridan & Linehan2009:25]

The following section outlines general stages in the RPL process; roles in the RPL process; methods to identify skills; and assessment methods.

Stages in the RPL process: RPL processes vary depending on the type of recognition that is sought. Consequently, the stages of the processes and the requirements placed on different RPL personnel in each stage vary also. In their review of RPL in Ireland, Sheridan and Linehan's [2009] provide the following 'process maps' as a general guide to the stages and activities involved in RPL for entry/access (Figure-6) and RPL for credit-exemption (Figure-7).

A more detailed practical example of the stages in this process is outlined in the box below in reference to an application for credit recognition within the School of Nursing and Midwifery in the National University of Ireland, Galway [FIN2011].

Application Process for Credit Recognition in the School of Nursing and Midwifery National University of Ireland, Galway [FIN2011]

Applicants are made aware, on the application form for admission, of the option of applying for a module exemption through an RPL process. The form states that learners must make a case setting out evidence as to why they should be exempted from a specific module.

Applicants need to demonstrate that they have attained the necessary learning outcomes through some other form of learning; ii) provide evidence of the assessment of this learning; and iii) provide evidence of the credit given for this learning.

The onus is placed on the applicant to provide this information; they may often need to contact institutions they have previously attended to source information for inclusion in their application. The application is then sent to the program director who will in turn identify the relevant module leader to assess the application. The module leader will review all the evidence, comparing the previous learning with the learning outcomes of the relevant module, and will also discuss the application with the module team.

A decision, including a clear rationale, is then returned to the program director. The decision is submitted to the School board for final sign off at School level before being forwarded to the Academic Affairs Office and Admissions Office. All applications are reviewed by the Student Affairs Committee which has responsibility for ensuring equity in decision making in regard RPL. The learner then receives notification of the decision. Applicants are given comprehensive advice and support from the outset of an application
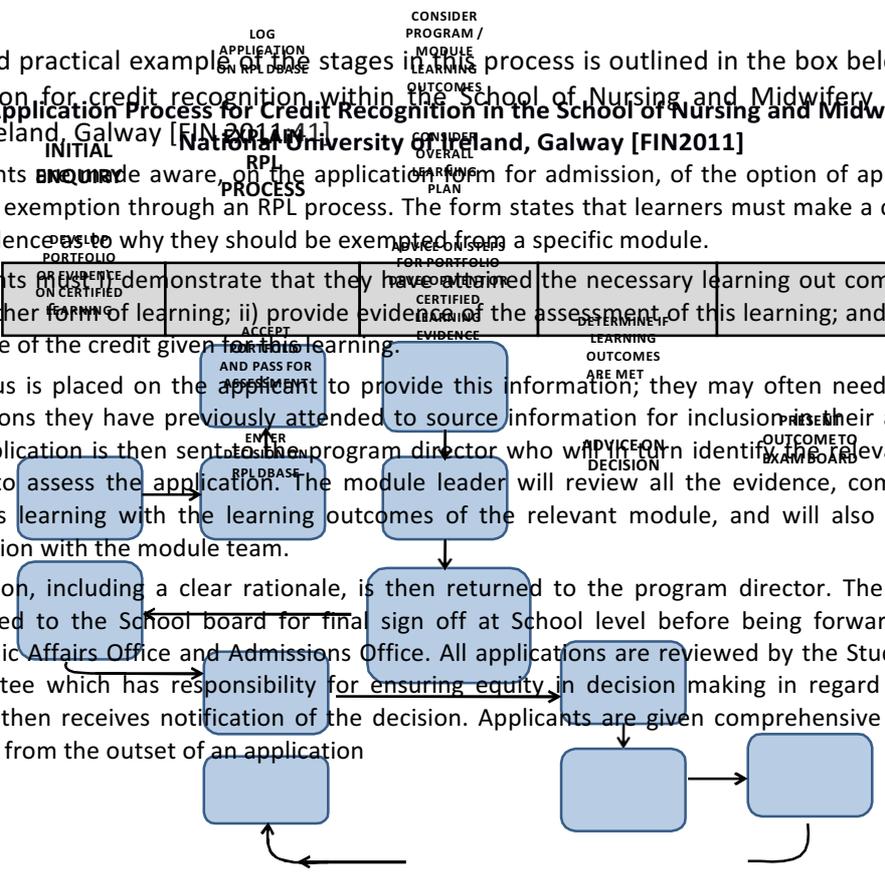
Figure-7: RPL for Exemption [Sheridan & Linehan 2009:24]

While many higher education institutions utilize websites to efficiently provide information and guidance about RPL, a UK E-APEL, funded by the Joint Information Systems Committee, has explored the possibility of using electronic tools to automate aspects of the process and to make it more integrative and partner friendly [see Haldane et al. 2007]. More broadly, the Global Learning Alliance [2004] reviews avenues to incorporate technological tools to support learning and training.
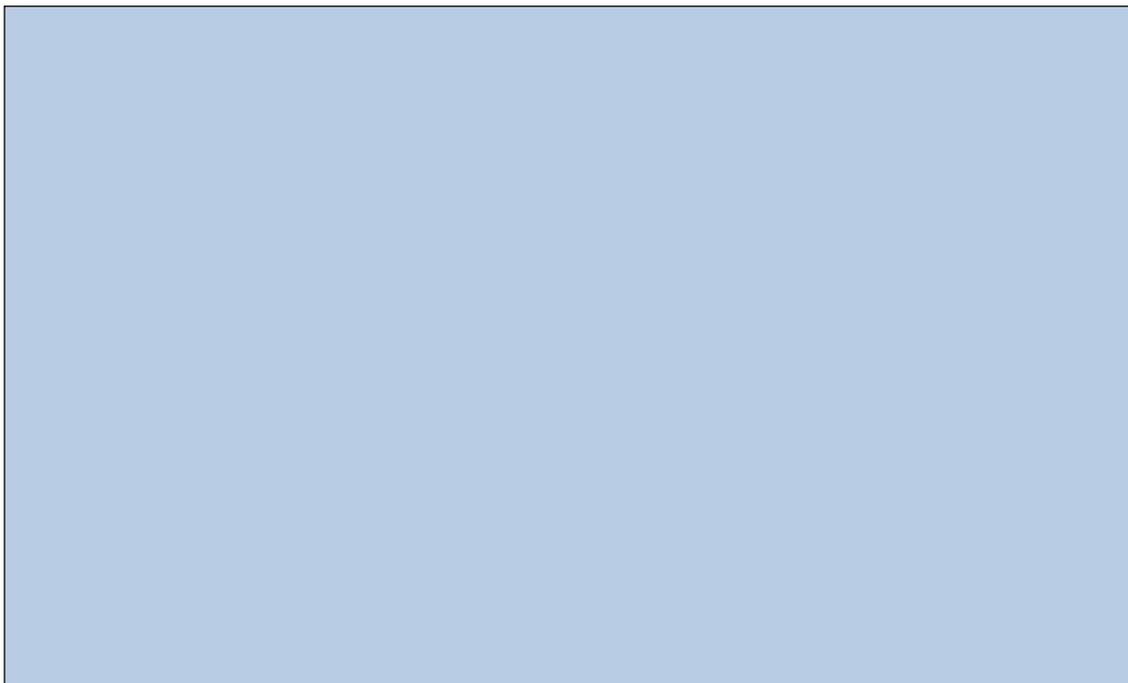
3.2.5 Challenges to RPL implementation

Creating an enabling environment for the successful implementation of RPL necessitates the development of appropriate policies in a number of areas including: educational reforms; lifelong learning; skills strategies; education and training innovation; and social equity. This means that RPL requires attention at a macro policy level and at a micro institutional level. At the policy level, RPL requires a more flexible and integrated system of life-long learning which recognizes learning attained outside formal education, including, in particular, in the workplace and civic life. At the institutional level, bottom-up strategies and practices are required to recognize prior learning and to support learners in this process.

France is an interesting case in this regard as it is one of the few countries to write into legislation the right of all working individuals to earn a diploma or professional qualification through RPL. Nevertheless, even in countries where there are existing legal frameworks, there remains a continued need to develop and maintain more effective and transparent procedures.

Once RPL has been adopted as a policy imperative, the processes required to implement RPL are, in principle, clear and straightforward. Table-11 illustrates the necessary progression of stages from the articulation of specific qualifications to the final expert assessment of the candidate's documentation or portfolio.

The move from theory to common practice, however, is not straightforward and efforts to implement the policy into practice may encounter a number of barriers. In particular, RPL challenges the traditional structure and approach of formal education in terms of access, design and assessment. More broadly, RPL requires the intensive investment of resources such that 'the greatest threat to ambitious, well-intentioned policies is the execution of such policies without a clear-sighted and commensurately resources capacity development plan' [Moore & Lewis 2005: 47].

Articulation of qualifications: Defining outcomes, levels, and competencies
Diploma selection: Based on candidate's work experience and skills
Record of evidence: Candidate's evidence of learning
Submission for assessment: Candidate's documentation or portfolio
Assessment: By qualified personnel

Table-11: Stages of RPL in practice

3.2.5.1 Resource constraints

Developing a sustainable funding mechanism is the key to establishing an RPL system. The financial resources required to put an RPL infrastructure in place span a continuum of low to high depending on the nature of the recognition (formal, informal or non-formal) and the purpose (access, credit, or occupational). In some cases, funding incentives are required to support the financial capacity of educational institutions to implement RPL [Breier & Burness 2003]. To ensure a sustainable foundation for funding, a cost-sharing mechanism that engages multi-stakeholder partnerships may be developed. For example, in France and the Netherlands the costs incurred through additional training and education are offset by incorporating social partners to play a key role in recognizing the prior learning and competencies of employees [UNESCO 2013].

Additional sources of RPL funding may be derived from targeted public funds or through training levies from enterprises. In Ireland, the Higher Education Authority's Strategic Innovation Fund (SIF) has

engaged short-term targeted funding on a competitive bidding basis to develop pilot programs which can be scaled up.

Human resources, particularly in administrative areas, are perhaps the most intensive requirement for successful implementation of RPL. If real benefits are to be generated from RPL, it is vital that a 'tick box' approach to implementation is avoided. In particular, the process of identifying and assessing the candidate's skills and capabilities requires robust engagement. To this end, successful RPL challenges education and training providers as well as individual candidates and employers to engage with a detailed reflection on learning gained from prior experiences which goes '…well beyond an account of a job history' [Remery & Merle 2014: 275]. The international experience also points to the need for significant public and private investment in the form of comprehensive support for candidates seeking to make a transition through RPL. This entails flexible and responsive teaching practices and on-going support for learners as they adjust to and develop academic skills. The provision of 'return to study' courses, mentioned above in reference to RPL for credit recognition in Ireland, is indicative of such flexible and supportive practices.

3.2.5.2 Institutional constraints

For educational institutions, RPL can challenge some of their traditional policies and organizational structures, as well as their long-standing philosophical approach to education. RPL impacts upon many aspects of the educational institution from the admission policy to the learning environment. To accommodate prior learning and the individual learner's pace and level of learning, RPL requires an institutional structure that allows for flexible entry and exit points into programs. However, it is notable that the concept of RPL has made more progress in vocational and professional environments rather than in traditional university settings [Slowey & Schuetze 2012].
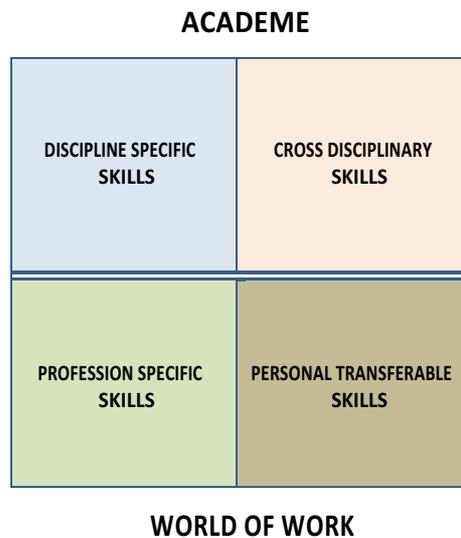
ACADEME

Figure-8: Poles Apart: Skills in Higher Education [Barnett 1994:62]

A review of practice in South Africa for example indicates that the higher education curriculum adaptation is more often driven by the intellectual interests of academics rather than by policy [Moore & Lewis 2005].

Recognizing the value of prior learning questions the traditional understanding of what constitutes academic knowledge. The perception that learning outcomes attained through the formal education system are superior to those attained through prior learning remains a key challenge in some countries. Consequently, efforts to link the vocational and academic systems through the integration of formal and

non-formal learning may be hindered when there is a strong social and institutional value attached to formal academic qualifications. These cultural barriers impact upon the value attributed to non-formal and informal learning and, as a result, they impact upon the levels of confidence in RPL among education institutions, employers, learners and society in general.

The traditional model of knowledge which has informed higher education also presents a challenge. While knowledge is generally understood as the product of learning, researchers acknowledge different kinds of knowledge and ways of knowing which has given rise to a 'great divide'[Breier 2001: 90] between knowledge associated with formal educational institutions and knowledge acquired informally. As Ronald Barnett [1994] elucidates, the traditional conception of skills has been conceived along two axes which oppose the academic with the workplace and the specific with the general (see Figure-8). He further conceptualizes a shift in the knowledge functions of higher education from on an emphasis on 'knowing-that' to 'knowing-how.

Reconciling this traditional divide is one of the challenges for implementing RPL. In reference to Australian universities, Pitman [2009] indicates that the profile of RPL has changed significantly such that concerns about the learning and educational standards of RPL candidates are being overcome both conceptually and procedurally. In part, this has been driven by the 'expansion and diversification of education and training policies towards a broader, lifelong learning perspective [which] widens the focus from the delivery of qualifications by formal education and training institutions to include other, moreflexibleroutestoqualification'[Cedefop2009:16].InEurope,ashiftinemphasisfromuniversity inputs - 'what will be taught' - to an emphasis on learning outcomes - 'what the student will learn' - has also aided the accommodation of RPL and initiative to recognize work-based learning [Walsh 2014:110].

Work based learning (WBL) offers 'a new way of organizing and learning in the academy and does not necessarily arise directly from disciplinary frameworks but exemplifies more local knowledge from spatial and temporal circumstances of work contexts and situations'[Costley & Abukari 2009:313]. In many countries, disciplines, such as nursing, teaching and tourism, already require workplace learning as a necessary element for attaining a qualification such that the practical experience derived from work placement compliments the theory taught in university. In the case of nursing, the learning required in a practical context is usually tightly defined by a professional body whereas work placements more generally, for example on tourism courses, are often more loosely defined in terms of learning objectives and assessment [Walsh 2014:110]. An example of good practice in this area is the 2006 initiative by Irish third level colleges to accredit worked-based learning in business and IT with a third-level qualification [see IOTI 2006]. The process began with a promotion campaign targeted at employers, employees and groups representing business and skills at a national level. By soliciting the participation and agreement of relevant stakeholders, the initiative was able to proceed with a portfolio-based recognition of work-based learning.

3.2.5.3 Stakeholder constraints

The successful implementation of RPL requires the commitment of many stakeholders including employers, education and training providers, professional bodies, employee representative bodies, and the policy community. The consultation and engagement of these stakeholders is essential to ensure that their concerns are addressed and that they fully understand what is required of them. When stakeholders are not engaged in the RPL process, there is a risk of a 'compliance' approach to implementation. That is, participating stakeholders may comply with legislative requirements while lacking in commitment to the objectives of RPL. As a result, any changes to existing practices and policies may be limited or superficial.

Cedefop [2009] developed 'European Guidelines for Validating Non-Formal and Informal Learning' and provides a regularly updated overview of RPL practices across Europe (see www.cedefop.europa.eu). The functions, motivations and roles of stakeholders identified in these guidelines are shown Table-12.

Successful RPL implementation requires that stakeholders are aware of the benefits of participating. Some countries, such as Mauritius, have invested in advocacy initiatives and communication strategies to raise awareness about RPL and to brief major stakeholders on international best practices. In Ireland the targeted funding scheme SIF has been utilized for this purpose. One SIF project, conducted in conjunction with Cork Institute of Technology, developed a review of RPL practices with the goal of identifying best practice (see Sheridan & Linehan 2009). An RPL information guide is also publicly available online and outlines the processes and time lines of RPL (see www.cit.ie/rpl).

UNESCO recommendations

To create a coordinated national structure involving all stakeholders, UNESCO Guidelines for the Recognition, Validation and Accreditation of the Outcomes of Non-formal and Informal Learning recommend the following [UNESCO 2012]:

- Ensure all stakeholders have clearly-defined roles and responsibilities in developing a coherent and coordinated national structure to oversee the design, implementation and quality assurance of the RVA system.
- Establish mechanisms to adopt credible and quality RPL procedures, standards and instruments, as well as awarding qualifications.
- Facilitate RVA implementation by putting in place effective administrative processes for receiving applications, organizing assessment and providing feedback on outcomes, recording results, awarding qualifications and designing appeal processes.
- Make efforts to build the RVA infrastructure at local level so that it is available where people live, work and learn, and make RVA a part of existing institutions in communities.

Overall however, many of the constraints on RPL implementation are cultural as a survey of a range of stakeholders in Scotland (an early adopter of RPL) concludes [Howieson and Raffe 2012].

Credit recognition is voluntary and education providers vary in their willingness to recognize and transfer credit. Reasons for not recognizing or transferring credit include the increased cost of flexible provision; a lack of trust in the learning or assessments delivered elsewhere; funding disincentives; the requirements of regulatory or a lack of trust in the learning or assessments delivered elsewhere; funding disincentives; the requirements of regulatory or professional bodies; and time-serving norms and expectations [Howieson and Raffe 2012].

3.2.6 Quality and standards

The international experience makes it clear that the quality assurance of RPL practices is vital for the broader success of RPL policy and implementation. In response to concerns about standards, quality assurance is core to maintaining the credibility of a national qualifications framework and the integrity of individual qualifications. An important outcome of a robust NQF is the formalization of quality assurance processes which may have previously been informal or loosely defined. As a result, quality assurance provides a benchmark against which trust in processes and qualifications can be developed.

In a European context, a set of nine principles for quality assurance ensure cross-national trust in RPL processes. The nine principles are:

	Who is involved?	What are the results?	Why are they doing it?	How is this done?
European level	EU Commission and Council	European qualifications framework (EQF)	Comparability and transparency Increased mobility	Open method of coordination (OMC) Technical cooperation (peer learning)
	EU agencies	Europass Common European principles for validation	Competitivenss	Experimental and research programs (Lifielong learning program, Framework research programs)
	Cedefop and European Training Foundation (ETF)	Draft European guidelines for validation	Lifelong learnmg	
	Social partner organizations	European credit system for vocational education andtraining (ECVET) and European credit transfer system (ECTS)		
	Ministers of education and training			
	Employment ministers			
National level	Ministries	National curricula	Knowledge society	Systems Projects
	Qualification authorities	Qualifications	Mobility	Networks Financing
	Social partners		Innovation	Legal framework
	NGOs		Skills supply	
Education and training sector	Local government institutions	Education programs (standards)	Education for all	Defining assessment and validation methods
	Private institutions	Certificates recognising participation	Tailored training	
	Assessment centres		Shortened study period	
	Universities	Diplomas	Increased admission	
	Vocational schools			
	Specialist recognition centres			

Voluntary

Who is involved?	What are the results?	Why are they doing it?	How is this done?
Business managers	Occupational standards	Modernisation	Mapping
Human resource managers	Competence profile	Competitive advantage	Counseling
Trade union representatives	Work descriptions	Resourcing	Assessment
		Career planning	Validation
Communities NGOs		Social and personal reasons	
		Employability	Mapping Youthpass Europass CV
Projects			
	Motivation to learn	Personal reasons	Supplementary learning
Candidate Employee		Mobility	Taking part in assessment
	Personal reasons	Entrance to education	

Table-12: An integrated view of validation of non formal and informal learning [Cedefop2009:19]

a) quality assurance policies and procedures should cover all levels of education and training systems;

b) quality assurance should be an integral part of the internal management of education and training institutions;

c) quality assurance should include regular evaluation of institutions or program by external monitoring bodies or agencies;

d) external monitoring bodies or agencies carrying out quality assurance should be subject to regular review;

e) quality assurance should include context, input, process and output dimensions, while giving emphasis to outputs and learning outcomes;

f) quality assurance systems should include the following elements:
    -   clear and measurable objectives and standards;
    -   guidelines for implementation, including stakeholder involvement;
    -   appropriate resources;
    -   consistent evaluation methods including self-assessment and external review;
    -   feedback mechanisms and procedures for improvement;
    -   widely accessible evaluation results;

g) international, national and regional quality assurance initiatives should be coordinated to ensure overview, coherence, synergy and system-wide analysis;

h) quality assurance should be a cooperative process across education and training, involving all relevant stakeholders, within Member States and across the community; and

i) quality assurance guidelines at community level may provide reference points for evaluations and peer learning [Cedefop 2009:23].

Many countries have developed a body to oversee and ensure the quality assurance of education and training. In South Africa, for example, the Higher Education Quality Committee is composed of the SAQA, which provides intellectual and strategic leadership for the implementation of the NQF, and the Council on Higher Education, which has statutory responsibility for coordinating and generating standards for all higher education qualifications.

3.3   Governance[11]

3.3.1   National qualifications authorities

The majority of countries that have implemented a NQF have created a single qualifications authority to design and/or implement and manage their NQF. However, these authorities vary substantially, especially in their terms of reference, operations, size and capacity [Allais 2010]. In essence the variance is due to:

*   nature, scope and purpose of the NQF;
*   characteristics of the qualifications system, including the quality assurance arrangements in place or desired;
*   degree and scope of desired stakeholder engagement; and
*   social and political characteristics of the country.

Generally, the variances are as a result of whether the authority has a quality assurance role or not within the qualifications system. Some countries may have established multiple agencies to manage the quality assurance of various sub sectors (e.g. Australia), however each country has established only <u>one single agency</u> to manage the NQF and manage or coordinate the implementation of its NQF across all education and training sectors within the scope of its NQF.

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[11]Full report prepared by Ms Andrea Bateman on international experiences of governance arrangements is submitted separately.

The underpinning purpose of an NQF can affect the governance arrangements of the responsible agency within a country. A NQF is a set of nationally agreed standards, developed by competent authorities, which recognize learning outcomes and competences for all forms of learning [UNESCO 2012]. Raffe distinguishes between three types of qualifications frameworks [Raffe 2009],

- communication frameworks;
- reforming frameworks; and
- transformational frameworks.

A communications framework is defined as one that takes the existing structures of the education and training system and aims to make it transparent and easier to understand. A reforming framework is one which takes the existing structures of the education and training system and aims to improve it. The transformational framework on the other hand looks towards the future for the education and training system and aims to develop structures to achieve the proposed change.

NQFs can vary in terms of whether they are tight or loose frameworks [Tuck 2007]. Tuck states that tight NQFs are generally based on legislation or regulation with which accreditation of qualifications are to comply. As such, there are often common rules and procedures for the development and approval of qualifications for all education and training sectors. Loose frameworks, on the other hand, tend to be based on general principles and are more guidance rather than requirements to comply with [Tuck 2007:22].

Tuck [2007] indicates that tight frameworks are more appropriate for a regulatory environment and a loose framework more appropriate when the framework has more of a communicative focus. Tuck's classification does not imply that there are only two types of NQFs, but that there is a continuum of approaches. However, the two approaches highlight the need to consider the degree of central control to be exerted in regards to implementation, and therefore affects the role of the responsible agency (i.e. the IQF Board).

Six NQFs were reviewed i.e. Australia, Hong Kong, Ireland, New Zealand, Scotland and South Africa. New Zealand is cited as a tight framework with set criteria and requirements as opposed to that of Scotland, which has greater flexibility as to what is a qualification and what can be included in the framework. Other frameworks can be a mix of purposes, for example, the Australian Qualifications Framework (AQF) at its inception provided a basis for a regulatory approach to vocational education and training qualifications development, whereas with the higher education sector (especially with universities) it was said to be reflective of the status quo. Some frameworks clearly stated overarching objectives related to social inclusion, for example, South Africa's NQF notes a key objective as 'accelerate the redress of past unfair discrimination in education, training and employment opportunities' [SAQA 2000:5].

3.3.2 Characteristics of the qualifications system

Tuck [2007] categorizes qualifications systems into tracked, linked or unified. In a tracked system the vocational education and training (VET) sector and higher education are separate and distinct. In a linked system there are different tracks, but emphasis is on their similarities and equivalences. In a unified system all provision is within the one system.

Generally speaking, most countries have tracked systems. Australia is clearly a tracked system with the VET sector being distinct from higher education; although there is some blurring of provision with some providers and qualification types and a very strong emphasis at all levels on access and provision of vertical and horizontal pathways.

Within any qualifications system the quality assurance arrangements include:

- approval (and monitoring) of the achievement standards (such as study programs, curriculum, occupational standards, educational or competency standards);

- approval of education and training providers, including approval to be established and approval to deliver specific programs);
- monitoring and auditing of provider processes and outcomes, including student learning and employment outcomes and student and user satisfaction levels;
- control, supervision or monitoring of assessment, certification and graduation procedures and outcomes;
- provider or system-wide evaluations of quality, including evaluations by external agencies; and
- provision of public information on the performance of providers [Bateman et al 2012].

Countries typically divide these functions across different types of agencies, such as:

- accreditation agencies;
- provider registration and monitoring agencies;
- qualifications agencies and awarding bodies;
- licensing agencies and professional bodies;
- self-accrediting and/or awarding providers; and
- external quality agencies such as those responsible for the ISO standards [Bateman et al 2012].

The number and type of agencies and the balance of their responsibilities, as well as the processes that are used to undertake their functions, are varied.

For the six countries reviewed, the quality assurance arrangements vary and different models exist. In Australia, although there is only one NQF, the responsibility for quality assurance is shared between two national regulators for the VET and higher education sectors, and there are separate quality standards and separate processes for approving qualifications. The management of the national qualifications framework (AQF) falls under the policy direction of the Ministry of Education and Training. In Ireland, prior to 2012, quality assurance was a shared responsibility with four agencies but was replaced by a single integrated agency, Quality and Qualifications Ireland (QQI). In New Zealand, the New Zealand Qualifications Authority (NZQA) is responsible for the oversight of the NZQF and also quality assures the non-university sector with Universities New Zealand being the key quality assurance body for universities acting under delegation from the NZQA.

3.3.3   Legislative basis

Castejon, Chakroun, Coles, Deij & McBride's [2011:40] research of European Union countries indicates that countries use legal instruments to 'define changes in the qualifications system that enables the system to recognize learning'. Included in the types of changes noted in legal instruments were:

- coordinating the agencies working in the qualifications field by outlining the various advisory groups, steering groups and executive groups;
- setting up a new qualifications agency; and
- setting out relationships with other national entities.

Castejon et al [2011:40] notes that in the various stages towards changing the qualifications system the final critical stages include:

- defining the management of all or part of the new qualifications system, including the remit of relevant bodies (such as qualifications bodies, employment sector councils or certification bodies);
- reviewing existing legislation to identify whether the existing legislation is capable of amendment or if new provisions are required;
- drafting the legal instrument for consultation with stakeholders to resolve issues; and
- testing the legislation and costing is determined.

For effective implementation of an NQF across sectors it is accepted that success depends on the level of trust between the sectors [Tuck 2007]. Building communities of trust between the sectors relies on accurate and transparent information in relation to the quality assurance arrangements deployed. The role of the responsible agency for managing the NQF could be instrumental in communicating the quality assurance arrangements, providing for linkages between sectors and encouraging flexible pathways.

Of the six countries reviewed, the mechanism for the establishment of the responsible agency is intrinsically linked to the legal basis of the country's NQF. The legislative basis of the NQFs in the six countries varies. Both Ireland and South Africa, for example, have a legal document establishing their NQFs. On the other hand, Australia did not establish its NQF through specific legislation but focused on agreements between government agencies and key stakeholders. The AQF did not have specific legislation for its establishment, but has relied on the collaboration of both Commonwealth and state/territory governments [Keating 2003]. Currently the AQF is mentioned in supplementary legislation and/or regulations pertaining to the two national quality assurance regulators, and documented via AQF policies and objectives and information about the governing and monitoring arrangements for the AQF.

Of the six countries reviewed all had different mechanisms for the establishment of their responsible agency:

- some have established a legal basis of their responsible agency through legislation focusing on either the responsible agency role or on the NQF, for example, Ireland, New Zealand and South Africa.
- others have not established a legal basis of their responsible agency through legislation, but established an independent entity such as the Scottish Credit and Qualifications Framework (SCQF) Partnership Board
- others are embedded an executive arm within a government department, for example, Hong Kong and currently the Australian situation.

Table-6 below summarizes the legal status of the responsible agency in each of the six countries.

Country	Name	Legal basis of agency
Australia (past)	AQF Council or AQF Board	Committee of ministerial council
Australia (current)	Based within a Ministry	Within a ministry
Hong Kong	Qualifications Framework Secretariat	Executive arm within the Education Bureau
Ireland	Quality and Qualifications Ireland	State agency
New Zealand	New Zealand Qualifications Authority	Crown entity
Scotland	SCQF Partnership Board	Board is a company limited by guarantee
South Africa	South African Qualifications Authority	Juristic person – an entity given a legal personality by the law

Table-6: Legal basis of the national agency

In all but Australia and Hong Kong, the current responsible agency has a legal basis and a level of independence from that of the government. This legal independence has two advantages – it provides for a political mandate for its role in the maintenance, implementation and promotion of the NQF and also provides for a level of autonomy from the direct influence and competing demands of government ministries and potential for changes in policies.

3.3.4   Scope of responsibilities

Castejon, Chakroun, Coles, Deij and McBride's [2011] research into European Union countries note that the remit of new qualifications agencies can be generalized into various functions, including:

	Australia (Board)	Australia (Council)	New Zealand	Hong Kong	Ireland	Scotland	South Africa
Maintenance of Framework	✓	✓	✓		✓	✓	✓
Monitor & support implementation	☐	✓		✓			✓
Monitor cross sectoral interface, linkages, pathways	✓	✓			✓		
Promote QA in each sector	✓	✓		✓			
Maintain register of responsible bodies	✓	✓				✓	✓
Website/ Promotion	✓	✓		✓		✓	
Provide advice	✓	✓			✓		✓
Liaise with QA bodies	✓				✓	✓	✓
Approve credit rating/ standards development or professional bodies						✓	✓
Seek feedback, collect data					✓	✓	✓
Promote interagency collaboration						✓	✓
International monitoring & liaison	✓	✓	✓			✓	✓
International alignment		✓	✓	✓	✓	✓	✓
Coordinate sub frameworks							✓
Assess foreign qualifications							✓

Table-7: Summary of roles and responsibilities

- provide policy advice as to the implementation of NQFs and the qualifications system;
- ensure links with other national and international qualifications frameworks;
- cooperate with similar bodies in other countries;
- carry out dissemination, such as conferences, research, consultancy and publication activities; and
- arrange for recognition of skills and qualifications for student and manpower mobility.

Each of the six countries' agencies has a range of roles and responsibilities, which may have changed over time. The documented[12] roles and responsibilities of the six countries' responsible agencies (excluding quality assurance responsibilities)[13] were analyzed. A summary of these roles and responsibilities is included in Table-7.

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[12] Responsible agencies tend to have a broader range of activities than which is explicitly documented.

[13] Excluding such roles as approving qualifications and maintaining a qualifications register; and approving and monitoring providers, maintaining a provider register and monitoring provision

Research across the six countries in terms of roles and responsibilities indicates quality assurance responsibilities (applied by the agencies of Ireland, South Africa and New Zealand) and the common communicative and coordination roles related to its NQF include:

- monitoring the NQF in terms of applicability, currency and implementation;
- dissemination and promotion of the NQF, including the role of information center;
- dissemination and promotion of quality assurance, through liaison and/or an overarching quality assurance role, and providing assistance as well as capacity building; and
- liaison with international bodies and promotion of each country's NQF and qualifications, including alignment activities.

3.3.5 Membership of the governing body

Across countries, membership of governing entities is generally either representative of the education and training sectors and stakeholders of the qualifications system; or has expert membership with expertise in the area of qualifications frameworks or quality assurance. These two approaches do not exclude examples which include a notion of both options.

The membership of each the agency responsible for the NQF in the six countries was reviewed. Membership numbers generally range from 8 to 16 members; however, in the case of South Africa the Board in its initial stage (and directly after the apartheid period) had up to 25 members. Of interest is:

- only one agency had student representation on the governing body; QQI has two student members, one of which is to be nominated by the Union of Students in Ireland;
- previous arrangements in Australia included an international observer;
- SCQF Partnership Board includes a Scottish Government representative as an observer;
- Some agencies have identified specific sectors, agencies or peak bodies (e.g. teachers, principals) from which nominations are sought (e.g. South Africa); and
- Some agencies include community representation (e.g. Scotland).

The summary oversimplifies the membership information of the six countries reviewed as it does not explain the level or scope of representation of the members, the authority to select membership, the process for seeking nominations, and the selection processes of the members.

An analysis of the six countries reviewed indicates that various processes are utilized:

- appointments are generally made by the relevant Minister;
- some agencies can co-opt additional members (e.g. SCQFP Board in Scotland);
- some agencies have a Chair selected from within the members or have an independent Chair;
- nominations include consideration of skills and expertise, e.g. AQF Council (Australia), QQI (Ireland), SCQF Committee (Scotland), South Africa;
- membership is to have a balance in terms of gender, expertise in approval/monitoring of programs and providers, and knowledge of education and training systems; and
- nominations are sought from relevant bodies or directly appointed by the relevant Minister usually under advice from specific ministries.

Terms of membership varies from two to five years, although in almost all instances this membership can be extended through either Chair or ministerial approval. Remuneration details were not always explicit across the four countries reviewed.[14] Both Ireland and South Africa include remuneration details in their legislation. Remuneration generally covers cost of attendance for members (unless a public servant/government body employee) and possible additional remuneration for the Chair.

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[14]Excluding Australia and Hong Kong as the responsible agency is within government department.

The process for appointing members varied across the six countries reviewed. For example, in South Africa the Minister seeks nominations through notices in the Gazette to organizations that can nominate persons on the basis of their experience and expertise; and there is to be no more than one nomination made by any organization or union.

Conflicts of interests of membership are addressed in various ways, either through legislation or through protocols established for the responsible agency.

3.3.6   Reporting structures

A review of the six countries also revealed variations in reporting structures. The majority of the agencies is considered as Quasi-autonomous non-government organizations and is responsible in some way to government. In the main, most responsible agencies report to their government via an annual report and also have their financial accounts audited annually. Reports are generally submitted to parliament and are required to be made public on their website (e.g. New Zealand). In addition, some agencies are required to submit strategic plans; in the case of Ireland it is every three years and in Australia it was on an annual basis. Of interest is that the New Zealand Qualifications Authority reports to two Ministers acknowledging the cross sectoral nature of NQFs and in Australia the previous structures of a Council or Board reported to two ministerial councils of commonwealth and state and territory ministers – again acknowledging the cross sectoral nature and emphasis of the NQF.

3.3.7   Sources of funding

An analysis of funding sources across the six countries reviewed indicates that in the main key funding sources are linked to the reporting structures, national education and training funds, and fees received for certification services. Details of each country's source of funding are illustrated in Table-8 below.

Country	Source of funding
Australia	Government
Hong Kong	Government
Ireland*	Exchequer grant funding Non-Exchequer, including funding from the EU Commission for specific projects, fees related to certification.
New Zealand*	Crown revenue Other: Fees from - Examination, qualification recognition services, National Certificate of Educational Achievement, provision of other services
Scotland	Scottish Funding Council Voluntary and investment income, charitable activities
South Africa*	Council of Higher Education National Skills Fund DHET - Career Development Services

Note: * these agencies have a quality assurance role.

Table-8: Sources of funding

Those agencies that have a quality assurance role are able to source additional funds through other activities or services. However, those agencies that had a purely NQF management role are generally solely funded through government sources, as there is minimal opportunity for them undertake and charge for other activities or services.

Chapter 4   Findings

The findings in this chapter emerged from stakeholder engagement. These included focus group discussions, stakeholder engagement sessions and workshops with the pilot fields as outlined below.

The study team undertook Focus Group consultations with a range of key agencies including the Indonesian Nursing Diploma Education Institutions Association (AIPDKI), Indonesian Nursing Education Institution Association (AIPNI), Indonesian Nursing Association (PPNI), Association of Nursing Study Programs, Ministry of Health (BPSDM), Hotel Human Resource Manager Association (HHRMA), Jakarta International Hotel Association (JIHA), Food & Beverage Executive Club (IFBEC), Housekeeper Association (IHKA), Tourism study programs (HILDIKTIPARI), Ministry of Tourism (BPSD), Indonesian Association of Accountants (IAI), Indonesian Institute of Certified Public Accountants (IAPI), Technician Accountant Association (APPTASI), Ministry of Finance, Indonesian Hotel & Restaurant Association (PHRI), selected Deans and Head of Study Programs, as well as lecturers in the relevant fields.

The team also conducted sessions with other stakeholders, such as the Indonesian Chamber of Commerce and Industry (KADIN), National Professional Certification Agency (BNSP), Board of National Education Standards (BSNP), National Accreditation Agency for Higher Education (BAN PT), as well as some Regional Coordinators for Private Higher Education Institutions (KOPERTIS). The team visited a few sampled institutions, such as University of Indonesia, Padjadjaran University, Institute Technology of Bandung, Atma Jaya University, and College of Tourism (STIP) Bandung.

Workshops were conducted in Jakarta, Bandung, Denpasar, Yogyakarta, Surabaya, and Manado with key stakeholders of the three pilot fields - nursing, accountancy and tourism. A thorough literature study was carried out by team members, particularly on the international experiences of implementing NQF. The team also conducted overseas study trips to Hong Kong, Ireland, and England, and took several important stakeholders as participants. The team was invited to present the interim findings at the *12th International Workshop on Higher Education Reform 2015: Policy and practice of quality assurance and control in higher education*, held in Tianjin – China, on 21-23 October 2015. The detailed reports on the findings from the literature study, study trip, workshops, and paper presented are presented in the annexes of this document. This chapter presents the summary of the findings and analysis of the 4 stages in this study, as planned in the inception report.

4.1   Governance

4.1.1   Segmented development

It was evident in conducting this study that activities in the development of the national qualifications framework (IQF) have, to date, been conducted by many ministries, professional associations, and industries, with limited or no coordination. The three main players are the MoM, MoEC, and MoRTHE. Until recently the development of the IQF could be considered as segmented, between the education sector (under MoEC) and the skills training sector (under MoM). Under MoM, the process of certification of an individual's competence has been conducted long before the Presidential Decree on the IQF was issued, and uses the Law on Manpower 13/2003 as its basis for the development of competency based training. In many cases the ministries' bureaucracies tend to avoid mingling with issues outside their jurisdictions, resulting in lack of synergy between ministries, even between units within the same ministry.

Certification process for competency based courses under MoEC is carried out separately, including courses in the same fields as those conducted under MoM. Some certification processes are also

conducted by university's faculties and departments under MoRTHE (previously by DGHE within MoEC) for few professions beyond S-1 degree, e.g. pharmacy, medical, dentistry.

The segmented development of the IQF unnecessarily increases cost, drives the system into unnecessary duplication and cumbersome bureaucracy, and could become a major obstacle in the Indonesia's preparation to enter ASEAN economic integration. Therefore the issuance of the Presidential Decree 8/2012 is a golden opportunity to improve coordination. The Decree requires all education and training programs to make reference to the IQF, and at the same time imposing national qualification leveling to all programs based on their equality in learning outcomes. Nevertheless, lack of coordination at higher level does not discourage attempts to develop coordination by units under MoRTHE and MoM. Some LSP/PCBs have been established significant efforts institutions whereby the certification process and outcomes are nationally endorsed and recognized by BNSP.

[Overlaid text box:]
Tourism
Issues to be resolved in the tourism sector are nomenclature that does not fit with the national standards as required by the IQF, job titles defined by providers that do not align with the job titles regionally agreed upon in the ASEAN MRA, and learning outcomes that do not comply with the IQF. Some have members institutions given the certification through problems. are nationally discussed and (FGDs) by BNSP problems.

4.1.2 Weak coordination

The term *training* (under MoM) and *course* (under MoEC) providers is in practice the same, since providers under both Ministries offer similar training. Despite this, most providers under both Ministries have to register separately with the accreditation authorities authorized by MoM and MoEC. Each of the Ministries has established separate agencies for registration, accreditation, assessment, and certification. To acquire recognition and funding assistance from both, providers are subject to regulation by both Ministries.

Policy makers in the government bureaucracy tend to avoid mingling with issues outside their jurisdiction. Hence it is not uncommon to find overlapping, sometime even conflicting, regulations issued by different Ministries. Other Ministries and agencies add to the complexity of the problem by issuing regulations with limited coordination with MoM and MoEC. This bureaucratic predicament may therefore extend to other IQF related issues such as RPL if coordinating policies are not rigorously stipulated during the IQF development phase.

4.2 Qualifications Framework

4.2.1 Lack of national competency standards as a reference

In some sectors, implementation of competency standards for the some industries is already in the advanced stage. Tourism is an example of such sector, whereby competency standards have been implemented long before the IQF was decreed. On one hand such an advanced stage benefits the implementation process for the IQF, but on the other hand it requires a significant effort to harmonize the existing standards with the IQF. When the industries in this sector began to implement the competency standard, national competency standards for Indonesia did not exist and they had no choice but to develop their own. The standard of competencies have to be synchronized with the relevant IQF level of qualification that further equate the learning outcomes agreed upon in the ASEAN MRA. Moreover, some job titles currently defined by providers need to be adjusted to confirm regionally recognized nomenclatures (see box below and report on FGD in Annex A).

The tourism sector is perhaps a unique case, since Indonesia is considered as already in the advanced stage in developing and implementing learning outcomes compared to some other ASEAN member countries. Nevertheless, it demonstrates the critical role of national competency standards in the development and implementation of a national qualifications framework. Without national agreement, the development of competency standards will continue to be fragmented, segmented, and uncoordinated. Hence, the flow of RPL process in this sector may also be affected in which recognition of prior acquired competency standard cannot be appropriately assessed and valued.

4.2.2 Irrelevant qualification learning outcomes

In some fields, the development of learning outcomes for qualifications has not properly involved the stakeholders, particularly employers, in a meaningful manner. Accounting is only one example of sectors with irrelevant learning outcomes for qualifications that at odd with the job requirements for the world of work. During this study, rigorous assistance through a series of FGDs has been provided to rectify the problem (see box below and report on FGD in Annex A).

The case of accounting is not unique and it is expected that it will be found in other fields as well. Many providers do not have sufficient capacity to solicit meaningful inputs from the employer stakeholders, due to lack of cooperation and communication between the two sides. The improved competency requirement in the workplace, as a result of the advancement of technology, is inadequately communicated by stakeholders to the relevant providers. Therefore, continuous quality improvement of curriculum and enrichment of learning outcomes based on transformations of user's requirement need to be evaluated by providers to abreast with new development. In relation to RPL development program, this mutual enhancement initiatives will well equip the graduates with updated competencies and appropriateness of learning outcomes from which capacity assessment and recognition process can be conducted.

Accounting study programs

Accounting is one of programs that attract the largest number of high school graduates in driving high demand institutions to open new programs in accounting. At the end of 2013, 578 S-1 and 474 D-3 study programs in accounting were offered. Programs offered were not limited to D3 and S1, but also included D1, D2, and D4. Since the IQF requires distinct learning outcomes for each program, providers have created a specific job titles for each study program in an attempt to make the programs relevant to the workplace. However, the job titles defined by providers are mostly irrelevant to the employers' needs. According to employers, only D3 and S1 qualifications are required in the workplace. Furthermore, many employers considered both D3 and S1 qualifications to be suitable for entry level positions, further illustrating inaccurate demand analysis by the providers. Despite the workshops, working competencies as well as knowledge comprehension between graduates at the two different levels cannot be clearly differentiated. An attempt to use the *International Federation of Accountants* (IFAC) as a benchmark by providers failed to produce satisfactory results. Finally, the offering of the new D4 program creates more complication rather than solving the existing problem.

4.2.3 Quality assurance

Competency testing is considered as an effective method to maintain standards that it is implemented by some professional associations, such as medical doctors and accountants. A similar principle of exit testing or examination is also used in all tests leading to certification.

Other cases, where the similar principle is applied, are the secondary school final examination and the entrance examination to the university system. In both cases, the decision of pass or fail is almost entirely dependent on that one time assessment. In these cases, the reward of passing the exam is so

significant that it drives some participants to try to beat the system by cheating or using other manipulative measures.

Therefore the quality assurance system has to be rigorously implemented internally within the training providers and externally through accreditation, as well as other mechanisms. The oversight agencies should clearly send a signal to training providers that the exit examination is not the sole evaluation process, and serious attention should also be given to strengthen the internal as well as external quality assurance measures.

The existing national RPL agencies conduct assessment with too much emphasis on inputs and processes, and less attention to outputs and outcomes. The very large volume of work to carry out by agencies, such as BAN-PT, drive still the routine stage and mechanistic methods instead of qualitative expert judgment. The limited resources and funding, as well as qualified assessors, also is a serious hindrance for these agencies to cope with the challenges.

4.3 Recognition of Prior Learning

The IQF opens new opportunities that previously were not possible, such as the recognition of prior learning (RPL). Although RPL has been implemented by individual higher education institutions as well as individual industries for quite some time, a national approach is yet to be developed. The FGDs conducted by the study team reveal many challenges for RPL implementation for the main stakeholders (see the following boxes, report on FGDs, as well as report on RPL survey in the Annexes).

Education and training providers

- Awareness of RPL is not widespread and formal engagement (if any) on RPL is still at initial stages;
- RPL is frequently seen as a separate program rather than an integrated process with existing study programs and quality systems;
- Weak internal QA systems and personnel who need extensive staff development- in particular in relation to guidance and assessment- may be a key obstacle for the immediate implementation of RPL agenda;
- Curriculum design, teaching and learning methodologies and assessment strategies have been advocated but are still in the initial stage and mechanistic methods;
- Synchronous approaches between related divisions within the Ministries could become a first step toward better coordination and synergy.

Skills training sector

- Comprehensive awareness of RPL is not widespread, although partial or individual recognition of prior experiential learning may have been conducted by individual employers;
- The existence of RPL processes by employers is recognized and Certificate of Competency achieved through assessment services (LSP) is loosely accepted;
- Data gathering and analysis for ensuring credibility, continuous monitoring and auditing processes at a national level do not exist; and
- Dissemination and publication on RPL either on official or employer websites do not exist.

In the case of entry requirement and recognition of previous personal or job experience by formal education, no clear procedure is implemented. In some cases polytechnics recognize the certificate of competency from reputable training providers. In fact some polytechnics have conducted specific competency based certification programs to increase their graduate's employability, by initiating

communication with BNSP for developing an institutional certification program. The LSP established at polytechnic institution is licensed by BNSP to issue recognized certificates.

4.3.1 Benefitting from RPL

A national approach to RPL is needed for a variety of reasons, including in particular to help upgrade levels of certification of the adult population; thus it can be used for adults with sufficient work experience who would like to reenter the formal education or training system in order to achieve a higher level of qualification or to enable recognition of the skills and knowledge gained for other purposes. His/her experiences need to be properly assessed before a decision is made on whether some academic work could be exempted. Although not frequent, such mechanisms are not uncommon in some higher education institutions.

Indonesia faces a problem because the national system has to deal with a massive volume of potential RPL cases, such as the upgrading of 46,000 unqualified nurses (see box below and report on FGDs in Annex). Without a national approach as a reference, quality could be compromised by negotiation at local levels. Since the nursing profession deals with patients, the risk is intolerable.

> **Nursing**
>
> The Law 38/2014 on Nursing requires D3 as the minimum qualification to qualify as a practicing nurse. As a consequence, nurses without a D3 qualification are considered unqualified and are required to be upgraded to D3. The government's first priority is for nurses in public hospitals, which is estimated at 46,000 nurses. When the coverage is extended to those working in private hospitals, the number could easily exceed 100,000. Most of the 100,000 nurses have been in service for years so it is expected that some of their work experience could be recognized through RPL.

4.3.2 Industry experienced lecturers

In some fields, particularly vocational and professional education, it is highly desirable to have lecturers with extensive working experiences. For example in fields such as manufacturing, engineering, or performing arts, lecturers with working experience are essential. Many such potential candidates for lecturer positions, however, do not possess the required formal qualification. The Law 14/2005 on Teachers and Lecturers requires that lecturers should hold at least a S2 qualification to be eligible.

The MoEC Regulation 73/2013 provides an important solution to this problem by giving an opportunity for highly experienced individuals to meet the requirement through RPL. Their working experiences can be assessed, and if all criteria are met they can be granted the formal eligibility to lecture. Granting eligibility does not mean awarding them with degree although there might be financial incentives as lecturers. However, problems still exist in regards to: who will do the assessment or who is eligible to do the assessment; what reference points will be applied e.g. competency standards; and how the consistency of the RPL of the process will be assured. Professional development of assessors and documentation of protocols for RPL are crucial to this process.

4.3.3 Ensuring confidence in RPL decisions

RPL assessment should be integrated into mainstream quality assurance systems to ensure that the decisions made by assessment providers are accepted by all stakeholders. RPL should be considered as an alternative and legitimate pathway for entry into programs and for recognition of qualifications. Consultation and focus groups conducted by the study team revealed that this issue is a challenge for RPL implementation.

Chapter 5   Road map for IQF implementation

5.1   Rationale of IQF

IQF was developed to respond the aforementioned national need and regional and global involvement. It is an integral part of the strategy to improve the quality of national human resources by acting as:

(i)   a national reference to match and harmonize learning outcomes resulted from formal and non-formal education, or acquired through job experiences;

(ii)   as guidelines and reference for the development and improvement of the quality of national higher education and for workers, industry, business, and public institutions to plan and develop career paths;

(iii)   as a reference for the improvement of the quality of private and public training institutions; as well as for the professional associations to develop professional pathways; and

(iv)   at the international level, the IQF serves as a device to translate international workforce and students qualifications to meet the Indonesian qualification system.

5.2   Structure of the IQF

IQF is a **unified** national qualifications framework that is intended to be utilized by all sectors in Indonesia.

The Presidential Decree 8/2012 defines the framework as'…a framework of competency qualification leveling which corresponds, equalizes and incorporates educational fields with work training fields and work experience in order to provide work competency recognition according to the work structure in various sectors'.

The IQF consist of nine levels of learning outcomes. It implies equality, thus acts as a national reference to mutually recognize learning outcomes from any means of education. It is a device to translate overseas qualifications into the Indonesian qualification system and vice versa.

The IQF level descriptors are based on learning out comes defined through a comprehensive mapping of the current condition of Indonesian workforce and derived from two-way need of supply-push and demands-pull approach. Each description reflects scientific and skill aptitudes as well as the attitudes to respect diversities as a reflection of Pancasila, Constitution, national integration, and Bhinneka Tunggal Ika.

The IQF is intended to be underpinned by robust quality assurance system to provide credibility for the qualifications in the framework and users' confidence in qualifications awarded.

5.3   Implementation strategy

The key performance indicator of a successful IQF implementation is the recognition and acceptance of Indonesian workforces' qualifications by stakeholders around the world. Consequently, scope of IQF implementation should not be limited to Indonesia, but should include other countries as well, as illustrated in figure-9.

Figure-9: Implementation scope and road map

At national evel, mutual recognition of qualifications among producers (higher education institutions and training centers) as well as employers (government and industries) should be engaged. Graduates from higher education institutions and trainings should hold IQF qualifications recognized by each other reciprocally, by their counterpart in other countries, as well as by global users. Qualifications required by the government and industrial sectors should be described by referring to IQF level descriptions and be recognized by their overseas counterpart as well.

In order to achieve mutual recognition, a robust quality assurance system should be imposed in all sectors. This initiative in due course will improve accountability of qualifications' holders at each sector and lead to the IQF acknowledgment as a meaningful standard system of qualifications.

At global scope, IQF qualifications should be benchmarked to regional qualifications such as Asean Qualifications Reference Framework or European Qualifications Framework in addition to specific relevant countries. This proposition will bring about recognition from international society towards Indonesian workforces' qualifications.

The comprehensive road map of IQF implementation is implied as functions and task of IQB. This section will cover only the IQF implementation map in higher education sector.

5.3.1   Legislative Basis for Implementation of IQF

In higher education sector, there are three major implications of IQF policy:

 (a) Positioning and sanctioning all degrees (qualifications) produced by higher education towards IQF levels. Hence, accountability of providers and their quality assurance system in delivering degrees (qualifications) should be validated and improved accordingly.

 (b) Mutually recognized outcomes of various higher education types (academic, vocational, professional, specialist) and comprehend the multi entry and multi exit system.

 (c) Cultivating and flourishing acknowledgement of various pathways (non formal and in formal) by higher education providers as part of lifelong learning.

To undertake these propositions, the Presidential Decree 8/2012 on IQF was further elaborated for the higher education sector. Article 29 of the Law 12/2012 on Higher Education explicitly stipulates that the NQF should be referred in developing qualification. This article is elaborated further in the following regulations:

- MoEC Regulation 49/2014 on the National Standards on Higher Education, particularly the article that regulates minimum learning outcomes (currently in the process to be revised). This regulation rule accountability of providers in delivering degrees (qualifications) in accord with their IQF levels.

- MoEC Regulation 81/2014 on Diplomas, Competency and Professional Certification in Higher Education. This regulation supports mutually recognize outcomes of various higher education types (academic, vocational, professional, specialist) as well as accountability of provider in the form of diploma supplement publication.

- MoEC Regulation 73/2013 on the Implementation of IQF in Higher Education. This regulation facilitate acknowledgement of various pathways (non formal and in formal) by higher education providers as part of lifelong learning in the form of Recognition of Prior Learning (RPL).

5.3.2 Implementation stages

The implementation stage regarding RPL (point c) will be deliberated in Chapter 6, hence the following implementation stages explain the aforementioned points a and b.

5.3.2.1 *Promoting accountability in delivering degree programs*

Under MoEC Regulation 49/2014 on the National Standards on Higher Education, the higher education ministry has undertaken a pilot program to develop more than 100 degree programs in order to produce nationally-agreed learning outcomes of the qualifications. Once the nationally-agreed learning outcomes in accordance with certain levels of IQF are established, they need to be incorporated into the IQF official publication for higher education and published on the IQF higher education website.

These field of study-specific learning outcomes will not be static, unlike generic non-discipline-specific qualification type descriptors, because field of study requirements change with advances in knowledge and changes to skill demands. Because they will have a limited shelf life, a process for their ongoing renewal and subsequent dissemination to users is required.

To ensure sustainability of these learning outcomes, consistency in their use by institutions, and acceptable by users, the development process including the involvement of employers and industry stakeholders, the ongoing maintenance and renewal requirements, and their storage and availability requirements should be formalized for transparency and accountability. This could be dealt with by the development of a Ministry policy prior to adoption by the IQB.

These nationally-agreed learning outcomes developed in accordance with the Ministerial Regulation 49/2014 also function as quality assurance in higher education. The quality assurance agencies (BAN-PT and the LAMs as they are established) have the authority to audit the higher education institutions in producing the specified learning outcomes.

5.3.2.2 *New qualification types and definitions*

Qualification types can be developed by any sector, each with definitions that detail the knowledge, skills and competence, regardless of the sector in which they are offered. There is no limit to the number of qualification types nor the number of qualification types at a level, although the more there are the less understood they become.

As the qualification types are owned by the IQF, leadership from the proposed IQB is required. Should any of the qualification types be shared by two or more sectors, the governance agency would be the coordination point for agreement. It is critical that only qualification types that have been decreed and defined are accepted as part of the IQF.As higher education is a stakeholder of qualification types in the IQF, whether or not they are offered by the sector, the MoRTHE should contribute to the development process for any new qualification types and their definitions.

5.3.2.3 *Respectable quality assurance system*

Implementation of the IQF requires robust, government-sponsored quality assurance arrangements that include fit for purpose standards and a respected external agency to approve and monitor study programs and institutional capability and which apply to all. The arrangements must be guided by the principles of transparency, accountability, fairness, objectivity, reliability, effectiveness (or fit for purpose), efficiency and affordability.

Qualifications that have not been quality assured by the agreed quality assurance arrangements for the qualifications framework cannot be accepted as part of the IQF. The arrangements must have the support and confidence of national stakeholders and they must be trusted internationally so that graduates' qualifications are accepted globally. Without this, implementation of a national qualifications framework cannot commence.

The quality assurance must cover the following:

- the approval processes of qualifications themselves (usually referred to as accreditation);
- the approval of providers authorized to deliver and/or assess the qualifications (commonly referred to as accreditation or registration).

Currently most of the quality assurance arrangements are in place in Indonesia, with some exceptions, however quality assurance against the requirements for the IQF have not yet commenced.

a. *Quality Assurance Standards*

The new quality assurance standards for the IQF in higher education, Regulation 49/2014, are a sound mix of requirements for the approval of study programs and institutional review. However they need to be strengthened to build into the standards the relationship between the quality assurance standards and the IQF so that once their use commences, it is mandatory for study programs to meet the requirements of the IQF. Without closing this loop, the quality assurance agency will not have the authority to enforce the use of the IQF and hence the uptake of IQF-compliant study programs. The standards, not yet implemented, are currently being reviewed to make other minor amendments so this recommended change needs to be made at the same time.

Once the changes to the standards are settled, it is imperative that the standards and processes are documented into one comprehensive document in a manner that is accessible to all users and they are disseminated widely to all stakeholders. There must be a version in English (the official language of ASEAN), in addition to Bahasa, so that they are accessible to both the ASEAN nations as well as the broader international community as a means of building international knowledge of and trust in Indonesian qualifications. As well as this publication being available on the BAN-PT website, it should be referenced and linked on the IQF higher education website.

A period of stability for the quality standards is required to support the successful implementation of the IQF in a reasonable timeframe.

b.   Quality Assurance Agency

The quality assurance agencies need to ready itself to assess and approve study programs and institutions against the standards. It needs to develop timelines for the implementation of IQF, so that it could develop resources, processes, and assessors into nationally and internationally respected quality assurance standards. An immediate assessment needs to be made of the adequacy of its establishing legislation and funding to ensure its ongoing existence without undue influence of changing priorities of the Ministry under which it sits. Similarly, it needs to review its own processes to ensure that it there is obvious objectivity and externality built into its evidence gathering requirements to counter any potential criticism of its current process of peer review by existing university staff.

Quality assurance agencies must be subject to some form of external assessment to demonstrate that it meets universally accepted standards[15]. This would ideally occur once the agency is ready to commence operation under the IQF requirements so that a baseline is established against which improvements may be monitored as the system improves. This could be undertaken at least every 5 years but consideration should be given to the second assessment occurring after 3 years with the intent of building trust in quality assurance as quickly as possible.

All institutions need to be subject to external assessment. For international credibility, autonomous universities must replicate the quality assurance standards and processes accepted for the nation as part of their internal quality assurance. Their internal arrangements should be subject to scrutiny by stakeholders through a requirement to publish their processes and reports on their outcomes on their websites. The MoRTHE could provide assistance to speed up the process.

c.   Quality Assurance in Professional Stream

The creation of a second form of approval for study programs for the professional stream in higher education with the establishment of the LAMs creates an added level of complexity in a system trying to establish itself.

A shift away from the educational quality assurance of study programs, particularly in the early phase of implementation of the IQF, carries with it the risk of potential variance in quality across the qualification types in higher education with the introduction of a dual and split system for quality assurance. At the very least there needs to be a relationship between approval by the LAM and approval by BAN-PT. The confusion should be resolved through the IQB regulations.

If a LAM takes on the function of approval of study programs for the professions, it is a quality assurance agency and needs to be subject to the same controls and accountability as the prime quality assurance agency. It must have agreed standards and processes for approval and these needs to be documented and published in Bahasa and English. Its assessors need to be trained and perform their functions consistent with the BAN-PT assessors. It needs to be subject to external assessment against internationally agreed standards for quality assurance agencies the same as BAN-PT, otherwise international credibility will emerge as an issue.

A risk to the IQF is the branding of the qualifications awarded as a result of this quality assurance process. A decision needs to be made about who is responsible for putting the study program approved by the LAMs on the IQF register and who is responsible for authorizing the institution to use the IQF logo on the testamurs of completed study programs approved by the LAMs.

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[15] Use of the INQAAHE principles for quality assurance agencies provide an ideal set of standards and an assessment team of international quality assurance specialists. The IQB could acquire the assistance of external agencies, such as INQAAHE or APQN, in developing standard norms and procedures for BAN, as well as audit its operations.

5.3.2.4   Official documentation

It is important to bring together all official documents regarding IQF in the higher education sector as one comprehensive document system and make it easily accessible to all stakeholders.

- The IQF must be known and trusted by all in the community and its use must be encouraged and this can only occur if it is fully understood. Transparency and accessibility, both nationally and internationally, is needed. In higher education, all elements of the qualifications framework and most of the quality assurance requirements have been designed and decreed but access to the detail remains difficult. The IQF requirements, currently in multiple legislative instruments, must be brought together in one document and made accessible to all. Users should not have to search multiple documents to find information; not only this is a disincentive for use, it creates a high risk that users will not find some of the requirements.

- An immediate task is to document all components of the IQF for higher education into one comprehensive written publication in a manner that is accessible to all users. This includes the structure and definitions of the qualifications framework levels and qualification types, the rules for and protection of qualifications, the quality assurance arrangements including the standards, processes and agencies that are in place, and the relationship with other agencies such as the professional standards-setting agencies

- The IQF higher education publication needs to be published in Bahasa for national use and in English for international use. An English language version is essential because it is the official language of ASEAN and Indonesia is a member of the ASEAN Economic Community and a signatory to the ASEAN Qualifications Reference Framework.

- A glossary of terminology needs to be included in the IQF publication because in some cases the terminology used by Indonesia differs from that used internationally and that may lead to confusion. In most cases, the terminology is defined in the decrees; where it differs from internationally agreed or commonly used terminology, a reference to the international language should be included in the glossary of terminology.

- In the long term, maintenance of the publication could become the responsibility of the proposed IQB as a way of promoting cohesion and integrated of the IQF across each sector. However because implementation of the IQF in higher education appears to be more advanced than in the other sectors, this should be the responsibility of the Ministry responsible for higher education in the short and this Ministry must take on the immediate function of development and maintenance.

5.3.2.5   IQF Higher Education Website

In parallel with the production of an IQF publication for higher education, an IQF higher education website needs to be built to facilitate ready access to information on the implementation of the IQF in higher education. The website will provide the best repository for all of the IQF publications.

5.3.2.6   IQF Logo and Register

Once implementation commences, the integrity of the qualifications framework needs to be protected by ensuring that qualifications awarded under the IQF are branded as IQF qualifications.

The following actions are required to ensure integrity:

- First, the testamurs awarded to graduates of qualifications that meet the IQF requirements must include an IQF logo which brands them as qualifications approved within the IQF.   As the IQF logo

must apply to qualifications in all sectors, the development of the logo, rules for its use, and ongoing monitoring of its correct use should be a function of the proposed IQF governance agency and recommendations about this are included in the section of the report about governance. However, its application in higher education must also be described in the IQF publication for higher education and explained on the IQF higher education website.

- Second, study programs and institutions approved against the quality assurance arrangements for the IQF need to be identified as IQF-compliant on the database of higher education qualifications and institutions. Immediate action needs to be taken to ensure that this database can serve as the IQF register. In the short term, this can be achieved by modifying the existing database to include a notation of the study programs and institutions that are approved under the IQF.

In addition, a diploma supplement can be used to supplement the branding of qualifications issued under the IQF. This document, given to graduates along with their testamurs, needs to explain the IQF, the nature of qualification type awarded and the quality assurance arrangements applied to the study program and the institution. While it serves as an addition means of branding and explaining the IQF, it cannot include the logo which must be preserved for the testamur only.

5.4   Engagement strategy

An engagement strategy needs to be initiated to inform and encourage the implementation of IQF. All stakeholders nationally need to have enough information about the benefit and other details on IQF and how to use it. This is required to encourage the uptake of IQF qualifications by employers seeking qualified employees, as well as students and their parents seeking qualifications specified or defined by employers. Ultimately broader engagement activities for the IQF are one of IQF governance agency's roles, once it is established. However this does not negate the importance of the Ministry responsible for higher education to disseminate the IQF benefits nationally and internationally to all stakeholders.

Providing information on the IQF in higher education, in addition to seminars and workshops, could be through the official higher education website and TV/newspaper media. Social media (e.g. Facebook and Twitter) are other options.

Use of an official higher education website with easy links for public access and social media are engagement strategies suitable for Indonesia. Internet usage in 2010 reached 45 million users, and mobile phone penetration in the same year of over 211 million users [Lim 2011:4]. These options are cost efficient with a wide potential reach.

Some countries have spent considerably in launching their qualifications frameworks. Others use less expensive approaches. Scotland for example uses a more affordable strategy which has proved to be successful where recognition of the Scottish qualifications framework is well known. Publications target different groups including employers and students through information brochures which are readily available on its website (see for example the following brochure for students (http://scqf.org.uk/wp-content/uploads/2014/05/Achievement-Counts-FINAL-WEB-Feb-2015.pdf).

Consideration should also be given to developing a publication especially for providers to assist them with internal professional development of their staff. This is particularly important for staff with the responsibility for implementing the IQF and the primary target group for this is the universities' internal quality units.

Chapter 6   Road map for RPL development

6.1   Rationale for RPL in Indonesia

The need to implement RPL in Indonesia is clearly stated in the Presidential Decree 8/2012 on IQF. Within the education sector (formerly MoEC), RPL is elaborated in a more detail fashion in the MoEC decree 73/2013. It defines 3 (three) main objectives, which are to recognize learning outcomes of,

- individuals acquired through non-formal and informal education or through personal experience under the principle of life-long learning;
- graduates from education and training providers managed by ministers outside the (former) MOEC as a foundation to grant a formal degree certificate; and
- experts (within or outside the MOEC jurisdictions) who are recognized to hold qualification level equal to master or doctoral degree as university lectures.

Figure-10 illustrates a general concept of RPL in which all sectors of interest are considered, including the relationship of RPL with the IQF, and expanded relationship with the international qualification framework. It indicates that RPL is intended to function as a common equality system with necessary adjustments for each sector of interest.

Figure-9 also shows that the main reference for equating qualification will be based upon the learning outcomes described in the qualification system of IQF. The leveling system of qualification within the IQF will later be mutually agreed with other countries through MRA, consequently the results of RPL program implemented elsewhere in Indonesia should meet the quality and description of qualification level with related countries. Therefore, in order to obtain a trustful implementation program, internal and external quality assurance system will play the important role in approving eligible RPL providers.
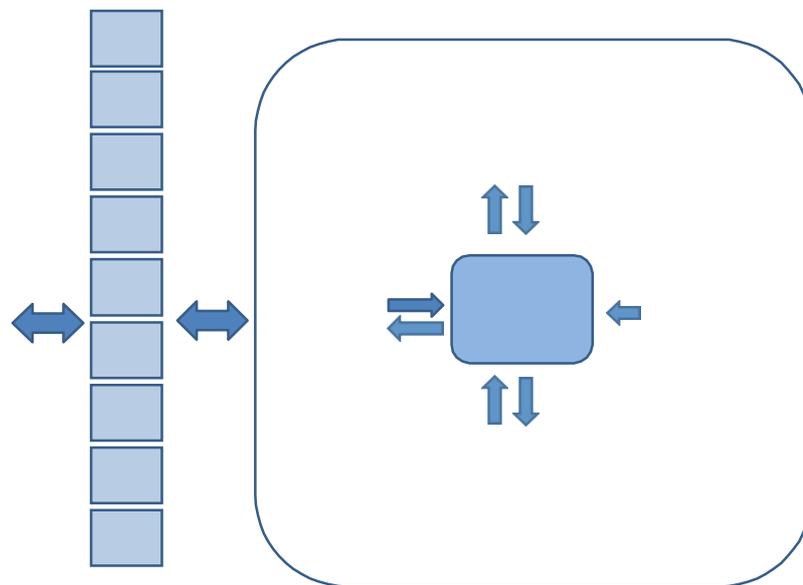
Figure-10: General concept of RPL development in Indonesia

6.2 Purposes of RPL

By recognizing previous learning experiences of adults, RPL seeks to extend participation in education and training to meet the needs of individuals, employers and a range of national economic, educational and social needs. Although it is theoretically possible for RPL to apply to young people under 16, in practice RPL primarily caters to adults who have been out of formal education for some time, have working experience (paid or unpaid) and are now seeking to have their learning from life and work experience recognized. In this way, RPL is closely connected with lifelong learning and the continued need for a skilled and adaptable workforce [Slowey and Schuetze 2012].

Adapting to a lifelong learning perspective suggests that 'a fresh element in the educational project is required. That is, one which is concerned primarily with the kinds of development that is required beyond initial educational provisions and needs to be supported in ways which are commensurate with individuals' needs across working lives, the kind of lives they lead and the kind of learning that they need and the most optimal ways in which that learning can be supported' [Harkunen et al. 2014].

RPL is not a solution to increase student enrolment, since many other options are much less expensive and easier to implement to achieve such purpose. In Indonesia, the potential benefits of RPL reflect those that emerged from an OECD [2010] review of RPL policies and practices in 16 member countries, including the following.

Employability & adaptability: RPL boosts employability and adaptability by improving the transparency of workers' competencies and by helping employers to better match employees to tasks. In this way, RPL aids the recruitment and promotion processes. It serves as a vehicle for the promotion of work based learning (WBL) through the identification and targeting of necessary skills and competencies for employee learning and development whereby competencies indicate a satisfactory state of knowledge, skills and attitudes and the ability to apply them in appropriate situations.

Upgrading qualifications of population: RPL supports strategic efforts to upgrade population skills for sustainable economic growth by connecting knowledge and skills with labor market requirements. Within a national qualifications framework, unemployed and low-skilled individuals are able to upskill at the most appropriate level while the time required to attain regulatory qualifications is reduced. RPL further supports a move towards compliance for undeclared workers as the skills they acquire through informal or undeclared work may be formalized.

Equity and fairness: RPL presents a means to re-conceptualize ideas of social inclusion and equity as 'individuals who have had limited access to, or low achievement in, formal education and training, or who learned skills predominantly in the workplace or other settings outside the formal system, are often disadvantaged in further learning and training, and in the labor market' [UNESCO 2013:12].

Stimulus for innovation in education and training: RPL stimulates innovation in the education sector by calling for greater transparency and flexibility in learning provision. Traditionally, administrative systems have accommodated credit transfer in relation to subjects and modules rather than learning outcomes. To facilitate RPL, credit recognition and transfer, higher education and training providers are urged to make their provisions explicit in terms of learning outcomes and credit. Through the clarification of learning outcomes and credit, RPL is recognized as a means for educational institutions to more clearly address the mobility and flexibility needs of workers within the knowledge economy.

Mobility & flexibility: When linked to a well-developed and robust national qualifications framework as well as a defined system of learning credits, RPL enables opportunities for mobility and transfer between institutions and countries. By supporting flexible entry and exist points to education, RPL has been

shown to enhance the individual's learner's motivation and self-esteem as they re-enter education or training frameworks.

6.3 Principles underlying RPL

Internationally RPL was introduced due to various reasons, among others education reforms, economic concerns and/or manpower enhancements. Consequently, the approaches of RPL arrangements may vary from country to country, so, in the case of Indonesia the social and economic environments will influence the operation and objectives of an RPL system. The underlying principles however are common to those underpinning the IQF as a whole: transparency, accountability, fairness, objectivity, reliability, effectiveness (or fit for purpose), efficiency and affordability (6.4.2.3 above).

In practical application of the next stage of development of RPL in Indonesia a number of criteria are required to be included in the strategy, such as

- ability to comprehend the complete regulation requirements related to RPL's entry or assessment procedures to plan prospectus career and qualification development program in the future;
- proficiency to clearly and appropriately document relevant evidence of the acquired prior learning or competency in the form of prerequisites information; and
- capacity to demonstrate the prior learning that is in-depth and goes beyond the average knowledge and skills needed to accomplish an assessment task from which qualification level and volume of the attained learning can be fittingly valued.

There is no restriction on type and pathways by which the experience is gained or achieved as long as the acquired knowledge and skill can validate against the relevant qualifications framework. The main principle of RPL focuses on the outcomes rather than how, when or where the learning occurred. RPL is therefore concerned with giving value to knowledge and skills individuals have gained, whether acquired through formal, non-formal or informal education; career achievements in work place; professional or competency based training; individual life experience or talent endeavors. Since the recognition process is based on a qualifications framework, RPL will therefore inspire formal education to make essential adjustments such as wider and more flexible entry access and to design exemption procedures for modules or courses.

RPL should follow the formal education processes, including legal certification and awarding, education or training development programs, assessment procedures and quality assurance.

Although 'formal', 'non-formal' and 'informal' are used as discrete terms, in practice these learning processes are often interrelated and they have particular meanings in the Indonesian education system. That is, in some instances non-formal learning may lead to qualifications; particularly in those countries moving towards the certification of all learning. Efforts to make non-formal and informal learning more visible may also lead to a form of recognition comparable to that in the formal system.

Recognition or validation is usually defined as the process of granting official status to learning outcomes and/or competences, which can lead to the acknowledgement of their value in society. The OECD maintains the term 'recognition' of informal and non-formal learning to refer to the process of gathering and assessing evidence to establish whether learners have demonstrated the learning outcomes specified for the standards and qualifications such as those registered in the national qualifications framework. Validation should be seen as an integral part of the national qualifications system [because] treating validation as something isolated from the rest of the certification system could threaten its overall credibility [Cedefop 2009:8).

6.4 Stakeholders

An RPL-like approach has actually been practiced in enterprises and job sectors in Indonesia through a variety of modes to assess employees' performance and capability during which recruitment or career leveling processes are carried out. Similarly, other stakeholders such as professional associations have also employed RPL-like approaches in valuing qualification improvement of their members applying to higher membership status. It may indicate that RPL may be much easier to be adopted and established in enterprises and professional associations compared with the formal education sector. Application of RPL in the education sector may require more in-depth study and comprehensive assessment prior to constructing an appropriate RPL program.

In relation to the IQF, it is essential for a RPL program to clearly develop and ensure attainment of RPL against the qualification levels and learning outcome of the IQF. NQFs are generally designed to accommodate multi-entry and multi-exit approaches in which each qualification level can be attained from various endeavors of learning and training. Consequently, RPL programs established must ensure the same policy framework as the IQF. In addition, the assessment approach should recognize and value any kind of achievement relevant to the requirement of a qualification.

The implementation of RPL involves a wide range of stakeholders, including:

- **Higher education institutions**: In the university setting, academics are usually required to be the facilitators of the reflective process and to conduct RPL assessments. As RPL assessments on a one to one basis are labor-intensive and require more staff and staff-time per learner than mainstream assessment procedures, faculty members involved in RPL need support.

- **Professional bodies and employee representatives:** Professional bodies and trade unions are important stakeholders in terms of policy and practice as it is vital that they have confidence in qualifications and outcomes achieved. Where RPL is utilized in the context of apprenticeships, training schemes and professional qualifications, the participation of professional bodies is necessary to assist in defining the skills and competencies for use in assessment.

- **Employers:** Much like professional bodies, the success of RPL requires that existing and prospective employers have faith in the process and confidence in the resulting qualifications. As noted above, employers have an incentive to participate in RPL as it supports efficient recruitment and training processes. While the participating employers are often large-scale, small to medium enterprises could potentially group together to engage in RPL. From the learner's perspective, the awareness of RPL among employers is important to assist learners in providing documentary evidence of their prior learning and experiences.

- **Learners**: The learner plays a central role in the RPL process as he/she finds and presents relevant evidence of prior learning and seeks to progress in work or education. Outlined below are good practice mechanisms for mentor/facilitators to support the learner as he/she proceeds through the RPL process. More broadly, it may be noted that learners benefit from being socialized into the process through interaction with personnel and other learners and through constructive feedback, which allows them to plan ahead and progress confidently.

- **The policy community**: Establishing a firm legislative basis for RPL engages structures and systems that operate appropriate mechanisms for standards, transparency and consultation. This means that agencies and governing bodies have clearly defined roles, functions and processes within the overall education system.

6.5 Identifying prior learning skills

The tools used for assessing non-formal and informal learning are often the same tools used in assessing formal learning. However, formal learning tools may need to be adapted to take into account different contexts of prior learning and the range and depth of learning that needs to be assessed. Cedefop's [2009] 'European Guidelines for Validating Non-Formal and Informal Learning' recommend the following criteria to evaluate assessment tools:

- validity: the tool must measure what it is intended to measure;
- reliability: the extent to which identical results would be achieved every time a candidate is assessed under the same conditions;
- fairness: the extent to which an assessment decision is free from bias (context dependency, culture and assessor bias);
- cognitive range: does the tool enable assessors to judge the breadth and depth of the candidate's learning; and
- fitness for purpose of the assessment: ensuring the purpose of the assessment tool matches the use for which it is intended [Cedefop2009:59].

The assessment of prior learning can take many forms and assessment for the purposes of certification often involves a combination of methods. As outlined in Figure-11, Van Rooy [2002:78] identifies a continuum of methods from the highly individualized development of a portfolio to highly formalized assessment via examinations.

Individualized ——————————————————————————— **Formalized**

| Portfolio Development | Assessment interviews | Challenge tests | Standardized examinations | Program and course evaluations |

Figure-11: Individualized and formalized assessment methods [Van Rooy2002:78]

As the purposes of RPL can vary depending, for example on vocational and professional certification requirements and levels of institutional autonomy, the following eight methods of assessment identified by Cedefop could be used in Indonesia depending on the precise purpose, sector, level etc. involved [Cedefop 2009].

a) **Tests & Examinations**: Standardized testing is useful where there is a nationally uniform curriculum, which supports the transfer of test results between institutions. As standardized testing does not facilitate recognition of cross-disciplinary competencies, this method is also most suitable where there is a clear subject area into which the learner seeks entry. Tests may be completed orally or in written form and often employ a multiple choice or true/false format. As testing may be conducted at a relatively low cost and is perceived to be fair, it is a widely employed method.

An examination differs from a test in so far as it is widely applied and overseen by quality assurance processes which govern the administration of the exam and its assessment. Challenge examinations are useful where individuals lack documented evidence of their learning experience and have sufficient cultural capital and academic skills to complete formal examinations. Unlike standardized tests, the content of examinations and the means of evaluation may vary between or within institutions. Where there is a large cohort involved, such as is the case, for example, examination may be a cost effective and transparent method to assess prior learning.

b) **Declaration**: To declare learning candidates presents an evidence-based statement, which is written according to a set of criteria designed for the purpose of assessment. These statements may demonstrate a candidate's skills in communication and critical reflection but are often supplemented with additional tools for a more objective assessment.

c) **Interviews**: Assessment interviews are useful where individuals may lack the literacy skills required for formal assessment. Although it requires intensive investment in terms of training assessors and time resources, it is potentially a less intimidating approach for learners. This is particularly relevant in light of an international review which found that learners from marginalized backgrounds may be alienated by the process of institutional assessment [Carrigan & Downes 2009]. Interviews are often supplemented with additional tools for a more thorough assessment.

d) **Observation**: Observation entails the assessment of a candidate's behavior and use of skills in a particular setting. It may be conducted by a third party with pre-defined assessment criteria. While observation can be costly and time-consuming in certain contexts, it is particularly useful in a work based environment.

e) **Simulation:** Simulation supports the assessment of complex skills as the candidate performs in a simulated model of a real life situation. Although simulation is a popular method, it can be costly and required clear assessment criteria. Variations on this method include group role-playing to simulate a scenario and the demonstration of skills through verbal reporting.

f) **Portfolio**: Portfolio development is useful where candidates have sufficient ability to document their records of learning experiences. However, candidates may require initial assistance to reflect on their learning and to compile the portfolio. Within Europe, Norway and Denmark have placed particular emphasis on developing assessment by portfolio for formative objectives such as creating career development steps or new careers within a sector or an organization.

g) **Presentation**: Presentations are suitable for candidates with strong analytical and communication skills. The candidate is required to deliver a formal presentation to a panel of experts and, consequently, must be able to demonstrate the ability to organize and communicate clearly.

h) **Debate**: Candidates participate in debates to 'confirm their capacity to sustain a considered argument and demonstrate depth of adequate knowledge of a subject' [Cedefop 2009:60]. As a result, debates present a good opportunity to evaluate a candidate's social and communication skills.

The process of identifying a learner's existing levels of knowledge and skills can provide an important foundation for establishing overall learning objectives. This follows the principle that adult learning is best served when it is goal orientated. However, bridging the gap between the theory and practice of adult learning requires considered attention to the learner's social context and their 'readiness' to learn.

As identifying learner skills can be a time-consuming process, it may be fruitful to conduct these exercises with groups of learners. By taking the example of one activity or experience, a mentor/facilitator can work through a series of questions to help learners within a group identify and reflect upon how they have used specific skills and what they have learned from the experience. Figure-12 shows a set of indicative questions for such an exercise.
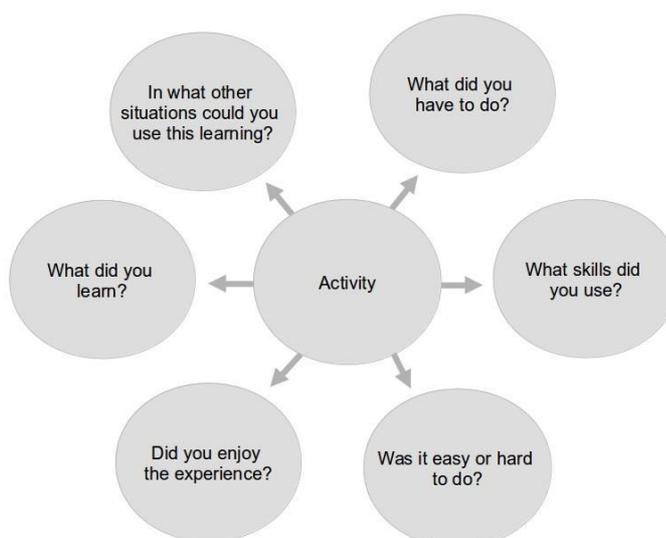
i)

Figure-12: Indicative questions in identifying skills

UNESCO [2013] recommends the following four steps as a road map to good practice in summative accreditation [UNESCO 2013: 27]:

- Build upon the existing (national) procedure for quality assurance of formal learning outcomes;
- Professionalize the staff assigned to quality assurance by recognizing and assessing the value of sector-related non-formal and informal learning outcomes;
- Strengthen expertise by setting up (or strengthening) network relations with relevant stakeholders in the sector (employers, trade unions, etc.); and
- Focus on regional practices in learning and working.

6.6 Actors in the RPL process

The success and quality of RPL is dependent upon the capacity of administrators, mentors/facilitators, assessors and other practitioners to set up and maintain inclusive processes. To this end, 'RPL processes should include and clearly indicate academic and administrative responsibilities and accountabilities, and these should be widely published both within institutions and to potential learners' [Sheridan & Lenihan 2009:26].

It is vital that RPL personnel have the appropriate qualifications, skills and competences to allow them to manage and conduct the assessment and recognition/validation processes. For this reason, the ongoing and continuous training of RPL personnel is recommended for the sharing of practices, knowledge and experiences. An established system of training for RPL personnel facilitates the development of networks for mutual learning at local, national and international levels, which furthers competence and the development of good practice [UNESCO 2012]. To this end, for example, the Irish Higher Education Quality Network (IHEQN) was formed in 2003 to provide information for, and a space for discussion among, the various national stakeholders involved in the quality assurance of higher education and training in Ireland [seewww.iheqn.ie/). Consultations and FDGs indicated that stakeholders saw much value in these types of   networks.

The key roles in the RPL process are often carried out in an educational context but could be conducted in a work-based environment or a combination of work-based and educational environments. Key roles with the RPL process include:

Counselors/Mentors: The counselor/mentor's role is to liaise with candidates throughout the RPL process. The counselor/mentor provides the candidate with information, advice and guidance from the beginning of the process through assessment and following the assessment decision. In particular, the counselor/mentor has an important role in preparing the candidate for assessment. The European experience indicates that the role of the counselor/mentor is crucial to the success of RPL as it provides the candidate with the necessary support to proceed with and complete the process.

Assessors: The RPL assessor evaluates the candidate's evidence of prior learning according to the required standards. As such, the assessor occupies the instrumental role of identifying the candidate's prior learning in relation to the wider system of practice [Harris 2000]. Consequently, assessors are required to be familiar with the RPL process and methods of assessment and they must be trained to provide an appropriate setting for assessment and appropriate evaluation. Regarding the latter, the European Guidelines indicate that 'the authenticity of the assessment situation is likely to be improved when sectoral experts can direct the use of an assessment instrument or judge the outcomes of its use' [Cedefop 2009: 68].

The training of assessors may also need to take into account the socio-economic and cultural contexts of the country such as linguistic complexities, which may impede fair assessment. In higher education, academics are usually required to facilitate and conduct assessments. In this context, the role of the assessor has changed from being a 'gatekeeper' of further learning within a traditional admissions context to a supportive enabler of further learning within a learner- centered approach [SAQA 2004]. This entails that assessors are trained to be reflexively aware of the different types of knowledge a candidate may present [Hendricks & Volbrecht 2003].

Process managers: Process managers oversee the validation process including financial management and the functions of other RPL personnel.

External observers/independent reviewers: The external observers provide quality assurance by reviewing the process. They may also provide feedback and guidance to counselors/mentors and assessors.

Interested stakeholders: As noted above, it is vital that stakeholders have confidence in the RPL process. To develop and maintain this confidence, stakeholders may be invited onto advisory committees or consulted regularly for input.

6.7   Assessment and awarding models

In general, assessment and awarding systems may vary from sector to sector or from country to country depending on criteria and objectives of the RPL design. Nevertheless, the following models are mostly implemented.

	Education	**Workforce**
Assessment	portfolio	portfolio
	knowledge and skills assessment	job competency assessment
	verbal interview	verbal interview
Award	credit transfer	job placement
	course exemption	certificate of competence
	degree award	certificate of professional qualification

Table-16: Assessment and awarding models

Figure-4 in chapter-2 shows that competency recognition can come from two tracks: training programs and work experiences. The scheme takes into account the IQF as a national reference for qualification. Whilst in figure-5 in chapter-2 illustrates the existing implemented procedures in the education   sector.

Nonetheless a more extensive procedure should be designed and detailed in many different instances of each sector.

6.8   Implementation challenges

Implementation challenges identified in fieldwork reflect those found internationally, including:

- lack of enthusiasm from learners to apply for RPL based on the fact that learners prefer and value the learning process and accompanying social interactions is influential to the development of their qualifications;
- RPL implementation has had a tendency to be beset by heavy bureaucracy that left an image that pursuing RPL requires a lot of effort and labor;
- inadequate supports for evidence gathering and lack of credit to quality assurance have sometimes led to onerous requirements in fulfilling the application for RPL that subsequently discourage the candidates; and
- confusing language and procedure to equate the prior learning components into the qualifications frameworks and standardized units that make RPL unpopular as an alternative to the learning program.

Within the education sector for example, a number of problems need to be clearly elaborated, such as [Gibson & Whittaker 2012]:

- policy and process that relate to admissions, teaching and learning process, assessment strategy and quality assurance mechanism;
- curriculum design that explicitly addresses flexible modes of entry, progression and delivery;
- building staff capacity in conducting RPL programs and handling existing workload;
- use of technology in enhancing RPL provision such as e-portfolio, development of blended learning approach or integrated model of learning and employability; and
- data base development for maintaining continuous development, analysis and evaluation as well as tracking system.

International experience shows that even countries with mature NQFs face the challenges listed here. This is partly because, as highlighted earlier, RPL can be used for a variety of purposes. Whatever the purpose, for credibility and transparency, all parties must be confident in the rigor of the assessment methods.

A key principle therefore in moving to the next stage of implementation of RPL in Indonesian higher education is to ensure that RPL is *fully integrated* into the mainstream quality assurance and quality control systems of the higher education institutions, accrediting agency and other relevant bodies.

Chapter 7   Road map for IQB establishment

7.1   Rationale for Indonesian Qualification Board (IQB)

A national qualifications framework (NQF) is a set of nationally agreed standards, developed by competent authorities, which recognize learning outcomes and competences for all forms of learning [UNESCO 2012]. With the introduction of the Indonesian Qualification Framework (IQF),[16] consideration needs to be given to how to:

- communicate the frameworks (both nationally and internationally);
- coordinate and ratify further national IQF determinations;
- manage and maintain it, including ensuring progressive implementation across the various education and training sectors;[17] and,
- link to and support quality assurance mechanisms.

The establishment of the IQB is particularly essential for:

- providing consistent national IQF interpretations of qualifications, qualifications types, qualification type descriptors;
- harmonizing the existing qualification systems operated under different auspices, e.g. MoM, MoEC, MoRTHE, MoH[18], professional associations, other ministries;
- taking the leading role in promoting and educating the public;
- playing the key focal point for the IQF in dealing with international counter parts; and
- providing additional quality assurance of the education and training system.

7.2   Basic principles

Governance can be defined as: '…*the set of responsibilities and practices, policies and procedures, exercised by an agency's executive, to provide strategic direction, ensure objectives are achieved, manage risks and use resources responsibly and with accountability*'[Australia 2007]. In relation to qualifications frameworks, governance can refer to how an agency promotes, manages and maintains the framework, including ensuring progressive implementation across the various education and training sectors. It also refers to the legislative or regulatory basis of the agency and its roles and responsibilities.

The governance operation of the IQB should meet the following requirements:

- transparency and accountability;
- integrity, including resolution of potential and actual conflicts of interest with selflessness and objectivity in the public interest;
- due diligence;
- inclusive; and
- economy, efficiency and effectiveness.

7.3   National current context

Indonesia appears to have a strong segmentation, especially between the skills and training sector and the higher education sector, though vocational programs are offered in both the education sectors

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[16] Presidential Decree 8/2012 on the Indonesian Qualification Frameworks (*Kerangka Kualifikasi Nasional Indonesia*)
[17] Inclusive of all pathways and all education and training sectors including skills sector
[18] MoH = Ministry of Health

under two ministries. The responsibility for these two main sectors lies with the MoM, MoEC, MoRTHE, as well as other line ministries (who provide education and training), plus a range of quality assurance players across various sectors with very little current documentation to explain how the strategies interconnect or indeed overlap.

The main quality assurance agency included in the higher education sector is BAN-PT, which is currently responsible for program and institutional accreditation, whilst BSNP is responsible for the development of quality standards for education providers. In the skills training sector, MoM has the responsibility for facilitating the development of competency standards and qualifications in conjunction with line ministries. Under MoM, the LA-LPK[19] is responsible for the approval of training providers and training programs. In addition, BNSP provides assessment services and certification to completing students, as well as existing workers, through the registration/licensing of assessment providers (i.e. professional certification bodies).

The Indonesia qualifications system, being heavily tracked and with the limited coordination across ministries, does not facilitate student mobility between the academic sector and the vocational skills sector, either horizontal or vertical pathways.

In the case of Indonesia, the IQF outlines existing structures and provides additional information to facilitate qualifications transparency. The IQF is promulgated in Presidential Decree 8/2012.The Presidential Decree stipulatesa hierarchy of 9 levels of learning outcomes aligned to 9 levels of qualifications to enable equivalencing of qualifications and learning outcomes across formal education, non-formal, informal, or work experiences. The Presidential Decree8/2012 on the IQF does not describe qualifications types (either descriptors or volume measures). The Presidential Decree currently is supported by a range of Ministerial regulations from the MoM, MoEC, and MoRTHE that appear to cover the scope of what 'makes up' a qualifications framework. It is less clear if ministerial regulations from the MoM cover the same scope and depth of information. As such the IQF is currently not a cohesive and transparent national qualifications framework; this will be the biggest challenge for the IQB to develop the Presidential Decree (Perpres) or Government Regulation (PP) into a fully integrated and cohesive NQF.

7.4   Scope of the responsibilities

Strong governance arrangements, including a political mandate for the IQF Board, are critical to the successful implementation of the IQF. In all known instances of international examples, the responsible agency's scope or focus is on the country's qualifications system and the relationship with the qualifications framework. There is only one single agency; not to do so would provide for multiple agencies and multiple focal points, which is potentially confusing to local and international stakeholders.

The roles and responsibilities of the IQB should be clearly defined and distinct from the role of the various ministries and agencies in IQF implementation. The roles and responsibilities of the IQB should include:

a) coordination and monitoring of IQF implementation across the sectors;
b) policy direction of the IQF;
c) being the single voice advocating and promoting the benefits and role of the IQF at a national level and international level;
d) liaison with relevant international agencies;

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[19] Lembaga Akreditasi – Lembaga Pelatihan Kerja

e) provision of cross sectoral objective advice on the effectiveness of Indonesia's qualifications system; and

f) coordination and maintenance of agency quality standards, meta-evaluation of the quality assurance agencies. A key role of the IQB is to hold all ministries and agencies accountable for their performance. The IQB will maintain a register of recognized quality assurance agencies.

The IQF addresses all three main sectors of education and training: schools, vocational skills training, and higher education, and as such that the IQB should represent all sectors, including non-formal and informal learning outside established formalized education and training institutions. The IQB needs to be supported by a strong Secretariat to undertake the operations and functions of the IQB.

7.4.1 Maintenance and monitoring of IQF

The Presidential Decree 8/2012 does not refer to the establishment of the IQB to manage or monitor the implementation of the IQF. Reference is only made to implementation of the IQF through ministries and other agencies. The international research has shown that there should be one single agency appointed the remit of managing and monitoring a national qualifications framework. Without this role being undertaken by one entity in Indonesia, the successful and coordinated implementation and the purported benefits of a qualifications framework is at risk.

7.4.2 Policy direction

Currently the only high level policy on the IQF is the Presidential Decree 8/2012, all other regulations are at individual ministry level and relate to the specific ministry's implementation of the IQF. Without a single point of policy development for the IQF, the interpretation of outcomes and qualifications across various ministries and agencies will vary. In all known international instances there is only one policy 'maker' for the national qualifications framework although decisions and policy development are undertaken in consultation with key stakeholders.

A national qualifications framework is generally made up of key features, such as level descriptors; qualifications types, e.g. bachelor degree; qualification type descriptors; and credit or volume measures. Frameworks also include supporting policies related to implementation of the framework, e.g. agreed definitions; certification; rules for design and construction of qualifications; (including the use of a NQF logo[20]); pathways opportunities (such as recognition of prior learning); and international referencing processes.

Within Indonesia, definitions related to Indonesian qualification systems, if evident, are in specific regulations related to relevant ministries and do not necessarily have national scope or national commitment to a common understanding. The only high level policy document at national level is that of the Presidential Decree 8/2012. This Decree established the IQF and includes a limited number of definitions including those related to:

- national qualifications framework;
- learning outcomes;
- equalization;
- qualification;
- work experience;
- work competency certification;
- work competency certificate; and

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[20]An IQF logo could be utilised if and when qualifications and quality assurance arrangements meet the requirements of the IQB's policies.

- profession.

It is imperative to come to an agreement (or a common understanding) on terminology across the education and training sectors for further discussion and implementation of the qualifications framework in Indonesia. It is proposed that the IQB could take a prominent role in consulting with relevant ministries and providing public documentation of agreed terms.

In Indonesia, the Presidential Decree 8/2012outlines the level descriptors but does not provide any other advice in relation to qualifications. A review of regulations from the MoEC indicates that in the other component parts of a framework are mostly included for higher education. Whether similar documents are developed by the ministry responsible for manpower is less clear. To promote transparency of the IQF and to avoid a mix of qualification types and descriptors, definitions and application of certification, the IQB should be responsible for developing overarching national policy directly related to the IQF, including national policy on:

- qualifications including component parts e.g., qualification types, qualification types descriptors including the volume;
- recognition of prior learning;
- certification, including naming conventions and use of the IQF logo;[21]
- international referencing activities; and
- education and training definitions.

The relevant regulations documented by MoEC could be 'co-opted' as IQB level documents on agreement from MoM and other ministries, and it needs to be published as one document. Relevant line ministries could still develop additional specific requirements as long as they are not conflicting with the national policy.

7.4.3 Coordination

The Presidential Decree 8/2012 indicates that line ministries and relevant agencies can implement the IQF as they see fit. The minister in charge of education affairs and minister handling labor issues are assigned to develop any 'further stipulations'. However, the Decree does not:

- make it clear if any stipulations are to be joint or individual, or whether both ministries can issue varying stipulations on the same issue; and
- indicate if other line ministries or agencies need to follow these stipulations.

There is no overarching body that monitors and provides objective information to the President of how the IQF is being implemented across all education, skills, and training sectors and whether the aims of the IQF will or are being met. There are similar international models of peak agencies being a coordinating body, e.g. South Africa where the South African Qualifications Authority is required to develop a system of collaboration to guide the mutual relations of the Authority and the three Quality Councils.

Therefore the IQB could take a coordination role by:

- developing a system of collaboration across all education and training sectors and quality agencies ministries and agencies;
- facilitating meetings and building relationships between the three key ministries and with other ministries and agencies;

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[21] Limiting application to quality assured programs and providers (recognised by an accrediting agency); only used on certificates/awards, excluding diploma supplements, statement of results, and marketing materials etc.

- facilitating development of high level IQF documents that are implemented by all ministries and agencies;
- informing ministries and agencies of implementation targets; and progress; and
- requiring data to be sent from each of the relevant ministries and agencies to analyze and gain a better picture of implementation of the IQF in all education and training sectors.

7.4.4 Advocating and promoting

Research across the six countries indicates that one of the key roles and responsibilities of the agency is to disseminate and promote the NQF. For an NQF to be successful in meeting its country's goals and ambitions, a NQF needs to be well understood by all stakeholders including:

- employer and employer groups;
- parents, potential students, students and graduates;
- international agencies involved in cross border education provision and student mobility;
- international agencies responsible for manpower mobility; and
- professional associations and licensing bodies.

The IQB could provide general and high level information regarding the IQF and link with ministries in promoting the IQF in their circle of remit. As the focal point, the IQB should be able to provide the necessary information regarding the IQF and its link with the international standards. This function could be facilitated by a website that:

- includes IQF level information and policies;
- links to recognised peak quality assurance agencies; and
- links to ministry websites dedicated to their implementation of the IQF.

The IQB also has a key role in linking other non-qualification recognition strategies (e.g. licensing, professional association membership) to enhance the linkages between the IQF and the system (but separate in terms of certification) to these other outcomes. Without a centralised single agency, the information and promotion of the IQF could result in conflicting information.

7.4.5 Liaison and focal point

Promoting and being a focal point for international relationships is acknowledged as a key function of the single NQF agency. Indonesia, as one of the foundation ASEAN member states, is involved with a number of international activities that are of particular relevance to the IQB:

- The UNESCO Regional Convention on the Recognition of Studies, Diplomas and Degrees in Higher Education in Asia and the Pacific was established in 1983, to which Indonesia was a signatory. The new convention, the Asia-Pacific Regional Convention on the Recognition of Qualifications in Higher Education [2011], aims to 'ensure that studies, diplomas, and degrees in higher education are recognized as widely as possible, considering the great diversity of educational systems in the Asia-Pacific region and the richness of its cultural, social, political, religious, and economic backgrounds' [UNESCO 2012].The Convention focuses on establishing basic principles for the provision of information and the implementation of the convention. Article IX.3.1 indicates that 'a network of national information centers on academic mobility and recognition shall be established and shall uphold and assist the practical implementation of this Convention by the competent recognition authorities' [UNESCO 2012:10].

- The basis for the ASEAN Qualifications Reference Framework (AQRF) is derived from the ASEAN Charter signed by the ten ASEAN leaders in Singapore on 20 November 2007, where aspirations

to become a single entity – an ASEAN Community – were reinforced. The AQRF has been approved and will support other multilateral and bilateral arrangements within the community including mutual recognition agreements [AQRF 2014:1]. The proposed governance arrangements of the AQRF indicate that there will be a regional committee which will liaise with one focal point in each ASEAN country. The national focal point is expected to represent all education and training sectors and promote the AQRF and NQF linkages. In addition, there is to be one key focal point to coordinate the in country activities, including the referencing activity (which includes establishing a national referencing panel).

Providing support in negotiating mutual recognition agreements, participating in other international strategies, and being a focal point for international collaboration and alignment activities should be a key responsibility of the IQB. One single focal point promotes coordination of these strategies at the highest level, and is an expectation at least by the AQRF.

7.4.6 Evaluation

In any qualifications system there are competing demands and allegiances. Ministries implementing quality assurance arrangements and promoting their sector system are sometimes reluctant to identify and report inefficiencies, duplication and issues of implementation. Some countries have established an agency to advise senior ministers on national issues or concerns regarding the country's education and training system, i.e. across all sectors. In Indonesia the education and training system is disjointed, there are limited pathways (vertically and especially horizontally), recognition of prior learning is limited, and there are a large number of quality assurance agencies.

If the IQB is to take on this role, it will need to be able request data, reports and information from relevant ministries, peak quality assurance agencies and bodies to be able to piece together and provide cross-sectoral, objective advice as to future directions and strategies to improve the education and training system of Indonesia.

It is proposed that the IQB could provide this advice to ensure that issues are raised at the highest level regarding the qualifications system and the NQF and whether they are meeting Indonesia's aspirations and needs.

7.4.7 Quality assurance

Of the six countries reviewed, three agencies also had quality assurance roles, especially of qualifications and of institutions. Given the varied number of quality assurance agencies across all education and training sector in Indonesia, it is not recommended for the IQB to take on a quality assurance role of achievement standards and of institutional provision. However, confidence in the certification process is a critical aspect of building confidence in IQF qualifications. In this respect the IQB could take a role in assuring quality by holding the quality assurance agencies accountable for their own performance and that of any of their subsidiary quality assurance agencies' or bodies ' performance.

A regulatory approach for the IQB would mean that it could:

- approve and monitor quality assurance ministries and agencies, which would mean auditing the agencies to ensure they meet documented criteria or standards;
- have the power to refuse membership and/or sanction quality assurance agencies;
- maintain a register of quality assurance ministries and agencies, that includes any that have been sanctioned, that could be publicly viewed; and
- create another layer of regulation that makes an already complex system more complex.

However, a regulatory approach is only one way for instilling confidence in IQF qualifications. The IQB could take an accountability approach by monitoring and ensuring that the peak quality assurance ministries and agencies meet agreed quality standards and comply with key performance targets and reporting requirements. Quality assurance agencies meeting quality standards is a model used internationally in country and across countries. In this quality assurance approach the IQB would:

- develop quality standards for quality assurance agencies;[22]
- require annual reporting (or additional reporting if requested) for the purpose of monitoring and meta-evaluation or review;
- maintain a register of quality assured agencies; and
- report to the Office of the President (or as defined in the decree) on agency compliance to the requirements.

It is recommended that the accountability approach is adopted in preference to a regulatory approach, which will address:

- governance arrangements and accountability requirements;
- continuous improvement approach to quality requirements;
- periodic external audit requirement against the quality standards; and
- eligibility for membership to international agencies, e.g. INQAAHE[23].

Any quality standards should reflect the benchmarking quality standards referenced in the ASEAN Qualifications Reference Framework, given that any referencing process of the IQF to the AQRF requires a benchmarking exercise of a country's quality assurance processes of its qualifications system. Currently there are three quality assurance frameworks cited in the AQRF to which member states are to benchmark the quality assurance of their qualifications system in the referencing process.

Unsatisfactory performance of peak quality assurance agencies could be addressed through the IQB's reporting requirements. Regardless of whether a regulatory or accountability approach is applied, the scope of the IQB's quality assurance activities could be:

- limited to peak quality assurance ministries and agencies;[24] or
- applied to all quality assurance ministries and agencies.

The IQB could take:

- A blended approach requiring all agencies to comply with general reporting requirements and also be subject to quality audits; or

Another alternative is a staged approach, which is moving from a regulatory approach for all quality assurance ministries or agencies to overtime progress to an accountability approach limited to peak ministries or agencies.

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[22]The quality standards would specify the requirement for peak quality assurance agencies to be subject to external international quality assessment at least every five years. The quality standards would also include a requirement for the peak agencies to quality assure any agencies/bodies it delegates or licences the responsibility of quality assurance of qualifications, providers and/or provision of education, training and assessment services.

[23] INQAAHE = International Network on Quality Assurance Agency in Higher Education

[24]Peak agencies are those at the top tier i.e. those that either take full responsibility for quality assurance (e.g. BAN-PT) or delegate or license others to act on their behalf (e.g. BNSP which licenses Professional Certification Bodies).

7.5   Recommended membership

Membership of the IQB is critical to demonstrating at the highest level the importance of a cohesive qualifications system to meet the needs and aspirations of Indonesia. How the various players within a qualifications system have 'a voice' in the management and maintenance of the NQF is important in ensuring that all sectors have a sense of ownership of the framework. As previously mentioned, across countries, membership of governing entities is generally either:

- representative of the education and training sectors and stakeholders of the qualifications system, or
- expert membership with expertise in the area of qualifications frameworks or quality assurance.

These two approaches do not exclude examples that include a notion of both options.

Young [2005] notes that extending the membership of a NQF agency 'can considerably extend the range of stakeholders involved' and he states 'the benefits of this extension are the scope it provides for democratizing decision making about qualifications' (2005:24). However, Young emphasizes the need to balance 'experts in different occupational fields to stakeholders such as users, community organizations and trade unions' [2005:25]. He notes that an imbalance could result in 'a danger that special interests will dominate, and conflicts…are introduced' [2005:25].An interesting point made by Castejon, Chakroun, Coles, Deij& McBride [2011] is that creating a new law can change the balance of 'influence and responsibility of the various bodies that work in the qualifications system'[2011:41]. A new law can also 'influence the governance of qualifications systems through the process of involving stakeholders in the consultation process' [2011:42].

The following membership of the Board is recommended.

Stakeholder	Member	Reasoning
MoM	1, ex-officio echelon-1 officer	Article 9, Decree 8/2012, MoM
MoEC	1, ex-officio echelon-1 officer	Article 9, Decree 8/2012
MoRTHE	1, ex-officio echelon-1 officer	Article 9, Decree 8/2012
Coordinating ministries	2, ex-officio echelon-1 officer	Decree 8/2012 refers to other ministries that are involved in implementation in their sector. However not all other relevant line ministries can be represented due to manageability of the Board's number.
Quality assurance agencies, e.g. BAN-PT	1	Selected to represent the broad range of quality assurance agencies in the training, assessment and certification process.
Industry	1	Peak body representing industry. There are at least 2 (i.e. KADIN, APINDO) and one is to be nominated.
Professional associations	1	To be selected from a peak body ofprofessional associations.
Education and Training Provider association	1	Peak body representing a cohort of education and training provider associations.
Manpower union	1	Peak body representing a key union, e.g. teachers' union, but it is up to the peak manpower union to decide who is the most appropriate union.
Civil society or community	1	Membership sought from disadvantaged groups/agencies and community groups/agencies
Additional	2	With expertise in the area of quality assurance or qualifications frameworks, nationally or internationally
Chair	1	Independent with expertise in the area, nominated outside the membership

Table-13: Details of IQB membership

Therefore careful consideration needs to be given to the membership of the IQB to ensure that the balance of power is not unduly influenced and that there is sufficient representation of key stakeholder groups. The Presidential Decree 8/2012, Article 9 provides some guidance as to who are the key stakeholders in the implementation of the IQF; which is the 'minister handling labor issues and minster in charge of education affairs' [2012:5-6].

The total proposed membership is 13 plus an independent Chair. The size of the IQB is dependent on the level of representation and expertise needed. To further promote a balanced membership, consideration needs to be given to not only the balance of representatives on the Board but also of the relative positions of those nominees on the Board.

7.6   Secretariat: a supporting organization

It is essential that the IQB to be supported by a strong Secretariat, though not necessarily staffed by a large number of personnel. The staff quality and competencies are more important than quantity. In addition to the necessary administrative work to support the Board, the Secretariat should be sufficiently equipped to maintain a database of all information concerning quality assurance agencies operating in Indonesia.

Depending on the quality assurance approach and the scope of the remit of the agency the Secretariat will need to be supported by additional staff. The table below outlines the two approaches to quality assurance and the impact on staffing requirements.

Approach	Scope peak agencies or all agencies	Staffing needs
Accountability	Periodic reporting Meta evaluations External international evaluation every 5 years	To carry out meta-evaluations the IQB could draw from experts from the relevant parties (e.g. employers, professional associations, industries, education providers, skills and training providers, civil society) and independent international experts. To maintain independence, staff for five year international evaluations could be international experts commissioned by the IQB, including those drawn from within international quality agencies or with extensive quality assurance experience.
Regulatory	As above plus annual monitoring audit approach	In addition to the above, for an monitoring audit approach, the IQB could draw assessors from the relevant parties, i.e. professional associations, industries, education providers, skills and training providers, civil society) and independent experts. Since these assessors would be hired on assignment basis, a database of a pool of qualified assessors needs to be properly maintained by the Secretariat. To instill trust in the process and outcomes, it is desirable that assessors are independent and that there is no conflict of interests. How independence is achieved if assessors are drawn from the organisations noted above would need to be explored.[25]

Table-14: Quality assurance approach

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[25] Note that it is common for agencies to utilise contract assessors with experience in the sector but not currently practicing within the sector, e.g. ASQA in Australia.

7.7 Possible legal status

There are a range of options as to where the Board will be based, however not all are suitable for the long term sustainability of the IQF and the Board. In addition, it is critical that the legislative basis has precedence over regulations related to ministries.

Given that Presidential Decree 8/2012 specifically refers to the ministries responsible for education affairs and for labor issues, one of these ministries could be responsible for the Board. However, the IQB should not be sectorally based[26] as research has shown that in order to be successful, qualification-system reforms require that all stakeholders are mobilized and involved, and that they are aware of the objectives and they take ownership of the necessary changes [UNESCO 2015]. If the IQB is sectorally based within a ministry or exclusive to a ministry, then other education and training sub sectors will not be fully engaged nor mobilized.

	Ministry	Legal entity	Office of the President / State Secretariat
Benefit	Relevant to the needs of providers and employers / users	Independent and not easily affected by any government intervention	Ensure policy coordination and synchronization across sectors
	Funding is assured by government budget	Funding could be acquired from government, though could still generate revenue through *"fee for services"*	Funding is assured by government budget
Risk	Tend to be segmented	Could be difficult to harmonize its policy with government policy	Over centralization of tasks currently carried out by different agencies
	Easily affected by Ministerial sectoral policies	Services could become unaffordable due to high tariff charged	Unnecessary government intervention could affect independence
	Government intervention could reduce independence		

Table-15: Possible legal status of IQB

The international experiences indicate that the majority of responsible agencies are quasi-autonomous non-government organizations; responsible to the government. Such a structure may provide the IQB with a level of long term stability. As a separate entity, the IQB can then meet some of its proposed roles, e.g. cross-sectoral and objective advice, without being subject to the vagaries of political changes and policy within ministries.

Considering that a relevant ministry is not the best option for placement of the IQB; another option is that the IQB reports directly to the Office of the President or the State Secretariat. This would provide the IQB with a level of independence from any one ministry.

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[26]Within a ministry dedicated to a sub sector of the education and training system.

Chapter 8   Recommendations

The nature of IQF concerns with interests that span over many sectors, ministries, institutions, and many different stakeholders. Although the original terms of reference of this study limit the scope to higher education, in practice it is not possible to write recommendations with such limitation. Although the major stakeholders might be MoM, MoRTHE, and MoM as providers, the implementation of IQF covers a much broader scope and involves a much larger population of stakeholders, particularly the users and employers.

As described in chapter 4, the level of understanding of IQF varies between sectors. Some sectors might be more ready to implement it, but others might still need to improve their understanding to be able to implement it. Therefore the recommendations presented in this chapter takes into account the sector's sensitivity, and further deliberation might still be needed for some sectors. In this chapter recommendations are presented based on concerned parties to make it easier to be referred in developing policies.

8.1   Government

8.1.1   Establishment and governance of IQB

At this stage, the study team concludes that there is an urgent need for the government to establish a national cross sectoral agency, possibly to be called the Indonesian Qualification Board (IQB) or *Badan Kualifikasi Indonesia,* with a mandate to coordinate all activities related to the implementation and ongoing maintenance of the IQF. In order to minimize resistance, it is important to make clear that this agency does not take over activities which are the currently mandated responsibility of other government units. Its main responsibility is to coordinate implementation activities, develop and maintain quality assurance standards for quality assurance agencies, meta-evaluate the quality assurance agencies, liaise with similar international agencies, and promote the IQF to the stakeholders. In carrying out its responsibilities, this agency should be positioned above all ministries and other government agencies. It is strongly recommended that there is one single agency to maintain and monitor the IQF, and its scope of responsibilities is across all education and training sectors. The IQB will also become Indonesia's liaison agency in dealing with relevant international organizations.

The study team recommend that the IQB takes responsibility for all national cross sectoral policy documentation related to the IQF, including identifying qualifications (e.g. qualification types, qualification type descriptors, volume measures); recognition of prior learning; certification specifications including naming conventions and design and use of the IQF logo; international referencing activities; and national education and training definitions. These national policy documents are to be agreed to by all education and training sectors and key stakeholders, and accessible in Bahasa and English. This includes the establishment of an IQF/IQB website for all cross sectoral information and with links to relevant ministries and quality assurance agency websites.

The study team is in the opinion that ministries are not the best option for placement of the IQB, and recommends that the IQB reports directly to the Office of the President or the State Secretariat. This would provide the IQB with a level of independence from any one ministry, possess the authority to coordinate the IQF activities of ministries as well other government agencies, and ensure national synergy in implementing the IQF. It is the responsibility of the Office of the President or the State Secretariat to advance the establishment of the IQB. After its establishment, the   Office of the

Presidentor the State Secretariat will seek nominations and make the final decision to appoint its members.

We recommend that the IQB be supported by a strong Secretariat, which is staffed with a small number of qualified and competent staff. Depending on the quality assurance approach taken and the scope of the remit of the IQB for the quality assurance agencies,[27] the Secretariat will need to be supported by additional staff through short term contract assignment.

8.1.2   Preparation for full implementation

8.1.2.1 Official IQF documentation

For the higher education sector, the immediate task is to document all components of the IQF for higher education into one comprehensive written publication in a manner that is accessible to all users. This includes the structure and definitions of the qualifications framework levels and qualification types; the rules for the protection of qualifications; the quality assurance arrangements including the standards, processes and agencies that are in place; and the relationship with other agencies such as the professional standards-setting agencies. The IQF higher education publication needs to be published in Bahasa as well as English as a consequence of AEC economic integration. A glossary of terminology for the higher education sector needs to be included in the IQF publication to avoid confusion due to different terminology used.

The task of maintaining the documentation will be transferred to the IQB to promote cohesion and integrated of the IQF across each education and training sector. It also provides the best repository for all of the IQF related publications from the other sectors.

8.2.1.2 Official implementation commencing date

In the higher education sector, the level of preparation for implementation has been relatively more advanced compared to other sectors. While waiting for the IQB to be established and operational, it is recommended that the MoRTHE immediately declare the official Ministry-endorsed start date for the IQF implementation in higher education.

A timetable for implementation needs to be developed and transition dates for approval of study programs and institutions against the IQF requirements need to be set and announced. Since the MoEC Regulation 49/2014 has an implementation date of mid-2016, the immediate action is to promulgate a commencement date for the quality assurance arrangements for the IQF to coincide with this. Once quality assurance activities are ready to be conducted against the IQF, the implementation of the IQF can commence.

8.1.3   Capacity building for institutions

In a large developing country like Indonesia, some sectors and institutions are more prepared to make adjustments than others. The government should provide assistance and support for those institutions that enable them to cope with the challenges. The team strongly supports the view that relevant ministries design and implement a systematic program of capacity building in IQF and RPL implementation for institutions as a priority. To ensure a national approach, the IQB should provide

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[27]The IQB could take responsibility for quality assuring all quality assurance agencies or only peak quality assurance agencies. Peak agencies are those at the top tier i.e. those that either take full responsibility for quality assurance (e.g. BAN-PT) or delegate or license others to act on their behalf (e.g. BNSP which licenses Professional Certification Bodies).Peak quality assurance agencies are responsible for the agencies to which they delegate or license the responsibility for the quality assurance of qualifications, providers or provision of education, training and assessment services. Peak quality assurance agencies will be held accountable for this delegation under IQB agency quality standards.

oversight and guidance on capacity building needs and priorities. A proposed terms of reference for this program is presented in Appendix-3 of this report.

8.1.4   Building a quality culture

It is critical for the central government to send a clear message to all stakeholders, through its legislative efforts and the establishment of the IQB that the ultimate goal of introducing the IQF is to build a culture of quality within each institution. The implementation of the IQF provides the country with a national reference for educational improvement, benefitting both the education and training providers as well as the employers. It will also help the country in its transition toward integrating its economy regionally.

Meeting the required adjustments might not be easy for some and will need consistent effort and strong commitment by all stakeholders. Having said that, the team strongly considers that the implementation of the IQF should not reduce institutional autonomy in higher education, instead it should strengthen the institutional accountability.

8.2   Higher education institutions

8.2.1   Testamurs

The first to be done is that the testamurs awarded to graduates of qualifications that meet the IQF requirements must include an IQF logo which brands them as qualifications approved within the IQF.As the IQF logo must apply to qualifications in all sectors, the development of the logo, rules for its use, and ongoing monitoring of its correct use should be a function of the proposed IQB. The higher education IQF website could refer to the IQB website for this purpose.

Secondly, study programs and institutions approved against the QA arrangements for the IQF need to be identified as IQF-compliant on the database of higher education. Immediate action needs to be taken to ensure that this database can serve as the IQF register. In the short term, this can be achieved by modifying the existing database to include a notation of the study programs and institutions that are approved under the IQF.

In addition, a diploma supplement can be used to supplement the qualifications issued under the IQF. This document, given to graduates along with their testamurs, needs to explain the IQF, the nature of qualification type awarded and the quality assurance arrangements applied to the study program and the institution. While it serves as an addition means of explaining the IQF, it cannot include the logo which must be preserved for the testamurs only.[28]

8.2.2   Quality assurance network

Due to its reliance on creative works for developing knowledge, universities need more institutional autonomy than others. In most cases universities are trusted to maintain its own matters, including assuring quality. However autonomy should come together with accountability. Universities should reform itself by introducing, developing, and strengthening the internal quality assurance toward a sustainable quality culture.

In the Indonesian context, the autonomous public universities (PTN-BH) enjoy more autonomy than other higher education institutions. These universities are also seen as the role model by many institutions. For international credibility and public accountability, the autonomous public universities

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[28]Final specifications to be determined by the IQB.

must adopt the national standards and processes in quality assurance as part of the minimum standards in their internal quality assurance. Their internal arrangements should be subject to scrutiny by stakeholders through a requirement to publicly disclose their processes and reports on their outcomes. These institutions should be encouraged to jointly establish their own quality network, with the objective to monitor and assist the quality assurance within these institutions. This network should be then share its expertise with non-autonomous institutions by conducting training and providing technical assistance.

The government could intervene by introducing funding schemes that encourage and support the internal quality assurance system. In addition, all institutions need to be subject to external assessment, including autonomous universities. A proposed term of reference for this program is presented in Appendix-3 of this report.

8.2.3   Capacity building on RPL

It is recommended that the higher education institutions conduct extensive staff training to support the development and implementation of robust systems of RPL, particularly in relation to guidance and assessment. As RPL depends on the existence of clearly articulated learning outcomes, both directly and indirectly this can feed into curriculum reform and innovation in delivery methods. The government could provide technical assistance to accelerate this process.

8.3   Other skills training providers

Skills training providers under MoM should develop their training programs in reference to the IQF, in line with the MoM Regulation 21/2014. In order to transform the industry-defined job qualifications into training modules, providers need to develop their capacity, recruit instructors with sufficient industry experience, and build sufficient learning facilities.

When those requirements are met, providers could establish first party professional certification board (PCB or LSP) to award license to their graduates, as stipulated in the BNSP Regulations 201 and 202.It could also establish industry partnerships to develop RPL in the workplace,[29] which would benefit employees by awarding certificate of competencies.

8.4   Quality assurance agencies

8.4.1   Preparing for IQF implementation

The quality assurance agencies in higher education need to prepare themselves to assess and approve study programs and institutions against the standards. Similar requirements are also applicable to other agencies outside higher education. Once the timelines for the implementation of IQF are agreed, the quality assurance agencies need to develop their resources, processes, and assessors in readiness for the start date.

An immediate assessment needs to be made of the adequacy of the establishing legislation and funding for BAN-PT to ensure its ongoing existence without undue influence of changing priorities of the Ministry under which it sits. Similarly, it needs to review its own processes to ensure that there is obvious objectivity and externality built into its evidence gathering requirements to counter any potential criticism of its current process of peer review by existing university staff.

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[29]Sometimes also called RCC (Recognition of Current Competency)

8.4.2   External evaluation

Quality assurance agencies must be subject to some form of external assessment to demonstrate that they meet globally accepted standards.[30] This would ideally occur once the IQB is ready to commence operation under the IQF requirements so that a baseline is established against which improvements may be monitored as the system improves. This could be undertaken every 5 years but consideration should be given to the second assessment occurring after 3 years with the intent of building trust in quality assurance as quickly as possible.

8.5   Employers

Industries and employers are strongly recommended to intensify their commitment through in-depth involvement in developing standards and conducting assessment. Their main responsibility is to provide recent accurate information on industry competencies, which is essential to define competency standards. At the later stage these competencies could be grouped to define appropriate IQF qualifications. A possible government intervention to accelerate the development of competency standards is presented in Appedix-3 of this document.

Employer associations are encouraged to establish third party PCB/LSPs, which have the authority to assess and award certificates to workers in the relevant sector. It is recommended for the MoM to make the certificate of competencies a mandatory requirement in the recruitment and promotion process, particularly in the priority sectors. In order to accelerate the implementation of the IQF, it is recommended for the government to allocate funding for the development of packages of competency standards (SKKNI).

8.6   Professional associations

Professional associations, which previously did not involve, are recommended to strengthen their internal organization. Without strong commitment to get involve, they will fail to earn the public trust and confidence[31]. It is strongly suggested that these organizations collaborate with the IQB in assuring quality, by assisting with the external meta-evaluations to be carried out by IQB as mandatory.

8.7   Workers and job seekers

It is strongly recommended for workers and job seekers to continuously search for information on competencies required by industries, as defined in the IQF qualifications. Relevant information could also be acquired by searching the PCB/LSP's certification schemes. Such information is essential for job seekers in selecting training providers that offer competencies relevant to the industries' needs. Training providers who have been licensed as first party PCB/LSPs are highly commendable, since graduates could obtain certificate of competencies from the same institution.

For obtaining required competencies, workers and job seekers could pursue competency based education/training at accredited education/training institutions and participate in competency assessment done by licensed PCBs. The government, employers, and professional associations should continuously educate the public on how to access the relevant information.

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[30] Use of the INQAAHE principles for quality assurance agencies provide an ideal set of standards and an assessment team of international quality assurance specialists.

[31] In some sectors, such as medical, the professional association is organizationally strong and has been deeply involved with the implementation of IQF.

8.8   Timeline

A timeline for the establishment of the IQB and the implementation of the IQF go hand in hand. The implementation of the IQF at national level and across all sectors should be overseen by the IQB to ensure that there is alignment in interpretation and application.

The following recommended timeline indicates the time necessary for the establishment of the IQB and the implementation of the IQF (beyond that achieved at ministry level).

November 2015	MoRTHE to finalize a report on the lessons learnt from the pilot MoRTHE program on RPL in 40 polytechnics and disseminate to relevant stakeholders.
November 2015	Agreed upon strategy to submit a joint proposal by MoEC, MoRTHE, MoM, MoT for establishing the IQB
December 2015	Office of the President or the State Secretariat to confirm that the IQB will be established.
December 2015	MoRTHE and MoEC to initiate dialogue with informal and non-formal sectors (e.g. MoM, BNSP and professional associations) to develop learning outcomes against the IQF to widen future RPL opportunities.
December 2015	MoRTHE and MoEC in conjunction with other relevant ministries and LAM, to finalize a strategy for RPL and associated upgrading of nurses. The strategy is to include capacity development of the higher education sector in relation to RPL assessment, partnership engagement with employers and delivery of flexible learning programs.
March 2016	Office of the President or the State Secretariat finalizes the legislation draft for the etablishment
May 2016	IQB is established by a Presidential decree or Government Regulation
June 2016	MoEC and MoRTHE to reach a harmonized national RPL implementation strategy.
June 2016	Agreement on RPL requirements and IQF levelsis reached by the professional association and employers association in conjunction with the MoM.
June 2016	Office of the President or the State Secretariat to seek IQB membership nominations, and appointments made.
June 2016	Establishment of the IQB Secretariat to undertake its operations and functions.
June 2016	Disseminate higher education publication (in Bahasa and English) of IQF requirements (including all IQF and quality assurance requirements) to all HE providers; conduct a publicity program to inform all higher education providers of IQF implementation dates for higher education
June 2016	Disseminate completed publication (in Bahasa and English) of the discipline-specific learning outcomes for study programs developed by the DGHE to all higher education providers; publish and disseminate to all higher education providers and stakeholders the DGHE guidelines for the development, review, storage and publication of these learning outcomes
June 2016	BANPT commences using the new quality assurance standards and assesses study programs against the requirements of IQF from this date; the quality assurance requirements are published (in Bahasa and English) in an easily accessible document and made available to all higher education providers, including on the BANPT website. BANPT should have developed any new procedures and assessors should have received professional development training on the new standards prior to this.
June 2016	The higher education database is modified ready to be used as higher education register of IQF-compliant study programs; this is a Ministry responsibility because use of the database for this purpose will be by all higher education quality assurance agencies (currently BANPT and LAMs)
June 2016	Launch higher education website for the IQF (in Bahasa and English) containing all information that is needed to support implementation of the IQF in higher education
September 2016	IQB to finalize meeting protocols for coordination of implementation with the ministries and to take the lead in consultations
September 2016	IQB to draft agency quality standards and protocols for recognition as a peak quality assurance agency for the purpose of IQF qualification certification.

An RPL pilot program is implemented outside the higher education sector.

Chapter 8: Recommendations

September 2016	IQB to confirm all IQF documentation at national level to be implemented at ministerial and or international level, including definitions, IQF logo and use specifications, qualification types, qualification type descriptors, RPL policy.
December 2016	Under the auspice of IQB, extensive engagement with major employers (from the public and private sectors) is commenced with a view to make explicit RPL opportunities for career progression and to understand the benefits of the IQF and RPL.
December 2016	IQB to endorse agency quality standards and protocols for recognition as a peak quality assurance agency for the purpose of IQF qualification certification, and specify the requirements for a register (which will be the ministries responsibility).
December2016	IQB to establish a publicly accessible website to promote the IQF, the IQB, national policy documents in relation to the IQF, agency standards and protocols, register of recognised peak quality assurance agencies, and links to relevant ministries and quality assurance agencies.
December 2016	IQB to complete short analysis of implementation of IQF at ministry level (e.g. education, manpower). Propose similar project to this current project to be established in the MoM.
March2017	All quality assurance agencies that have applied to be recognized by the IQB have been initially evaluated according to the agreed standards and specifications.
December 2017	Confirmation of all recognized quality assurance agencies as meeting quality standards and specifications, or agencies to implement strategy for continuous improvement and monitored by IQB.
December 2017	Register of recognized quality assurance agencies is publicly available through the IQB/IQF website.
Long term	
June 2020	IQB to undertake system wide analysis of implementation of the IQF.
June 2021	Higher education quality assurance agencies (BANPT & LAM) are externally assessed by an independent international agency as per the IQB's specification for peak quality assurance agencies.
June 2021	All study programs in higher education are quality assured as meeting the IQF requirements.
January 2023	IQB to monitor that all initially recognized quality assurance agencies have been externally evaluated according to the agreed criteria and protocols. This is an ongoing process.

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Appendix 1: Registered private training and course providers[32]

PROVINCE	LPK - MoM	LKP - MoEC
JAWA BARAT	1,109	1,730
JAWA TIMUR	981	2024
JAWA TENGAH	857	1466
SUMATERA UTARA	656	939
SUMATERA BARAT	321	253
SULAWESI SELATAN	295	506
LAMPUNG	288	346
BANTEN	253	338
KALIMANTAN TIMUR	251	218
BALI	247	373
SUMATERA SELATAN	228	305
BENGKULU	197	197
KALIMANTAN SELATAN	194	259
KALIMANTAN BARAT	172	184
SULAWESI TENGAH	161	311
BANGKA BELITUNG	142	101
NUSA TENGGARA BARAT	133	344
DI YOGYAKARTA	131	212
DKI JAKARTA	131	519
NUSA TENGGARA TIMUR	120	281
SULAWESI UTARA	117	192
JAMBI	77	249
NANGGROE ACEH DARUSSALAM	71	248
PAPUA	67	35
KALIMANTAN TENGAH	67	110
KEPULAUAN RIAU	67	143
RIAU	64	179
MALUKU UTARA	46	64
SULAWESI TENGGARA	40	143
GORONTALO	30	80
SULAWESI BARAT	29	151
MALUKU	25	58
PAPUA BARAT	13	21
KALIMANTAN UTARA		12
TOTAL	**7,580**	**12,591**

[32]MoM and MoEC 2014

Appendix-2: Study programs completed its descriptors[33]

Status at the end of 2013

SOCIAL SCIENCES		
1	Int'nal Relations	S1
2	Int'nal Relations	S2
3	Social Welfares	S1
4	Social Welfares	S2
5	Social Welfares	S3
6	Social Development	S1
7	Social Development	S2
8	Social Development	S3
9	Political Sciences	S1
10	Political Sciences	S2
11	Political Sciences	S3

NATURAL SCIENCES		
12	Chemistry	D3
13	Chemistry	S1
14	Chemistry	S2
15	Chemistry	S3
16	Physics	S1
17	Physics	S2
18	Physics	S3
19	Biology	S1
20	Biology	S2
21	Biology	S3

FORMAL SCIENCES		
22	Mathematics	S1
23	Mathematics	S2
24	Mathematics	S3
25	Statistics	S1
26	Statistics	S2
27	Statistics	S3

ENGINEERING		
28	Engineering	D
29	Engineering	D
30	Engineering	S1
31	Engineering	S2
32	Engineering	S3
33	Electrical Eng.	S1
34	Electrical Eng.	S2
35	Electrical Eng.	S3
36	Industrial Eng.	S1
37	Industrial Eng.	S2
38	Industrial Eng.	S3
39	Chemical Eng.	S1
40	Chemical Eng.	S2
41	Chemical Eng.	S3
42	Environmental Eng.	S1
43	Environmental Eng.	S2
44	Environmental Eng.	S3
45	Manufacture Eng.	D
46	Manufacture Eng.	S1
47	Manufacture Eng.	S2
48	Mechatronics Eng.	D
49	Naval Eng.	S1
50	Naval Eng.	S2
51	Naval Eng.	S3
52	Mining Eng.	S1
53	Mining Eng.	S2
54	Mining Eng.	S3

BUSINESS AND COMMUNICATION		
55	Business Adm.	S1
56	Business Adm.	S3
57	Management	S1
58	Management	S3
59	Public Relations	S1
60	Broadcasting	S1
61	Journalism	S1

ARTS AND DESIGN		
62	Architectures	S1
63	Architectures	S2
64	Architectures	S3
65	Architect Profession	P

EDUCATION		
66	Teacher Education	S1
67	Teacher Education	S2
68	Teacher Education	S3
69	English Language Edu.	S1
70	English Language Edu.	S2
71	English Language Edu.	S3

HEALTH SCIENCES		
72	Midwifery	D3
73	Nursing	D3
74	Nurse Profession	P
75	Nurse Specialist	SP1

Status at the end of 2014

ENGINEERING		
1	Civil Engineering	S1
2	Civil Engineering	S2
3	Civil Engineering	S3

FORMAL SCIENCES		
4	Informatics/Computer Science	S1
5	Informatics/Computer Science	S2

ARTS & DESIGN		
6	Interior Design	S1
7	Visual Communication Design	S1

HEALTH		
8	Nutrition	D3
9	Nutrition	S1
10	Nutritionist	P
11	Nutrition	S2
12	Nutrition	S3
13	Veterinary Science	D3
14	Veterinary Science	S1
15	Veterinarians	P
16	Veterinary Science	S2
17	Veterinary Science	S3

LAW		
18	Paralegal	D3
19	Law	S1
20	Law	S2
21	Law	S3
22	Attorney	P
23	Judge	P
24	Prosecutor	P
25	Notary	P

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[33]Source DLSA 2013

Appendix 3: Terms of reference for government intervention

Program-1: Grant for initial establishment of QA Network

Rationale of the grant

In term of its legal status, public universities are grouped into three categories: autonomous public universities (PTN-BH), public universities with a degree of financial management flexibility (PTN-BLU), and public universities as government implementing unit (PTN). Since the establishment of an autonomous public university (PTN-BH) requires government regulations, new legal instruments have been issued for conversion of 11 public universities to autonomous institutions, as illustrated in table-1.

University of Indonesia	Airlangga University
Bogor Agricultural University	Padjadjaran University
Institute Technology of Bandung	Diponegoro University
Gadjah Mada University	10 Nopember Institute of Technology
University of North Sumatera	Hasanuddin University
Indonesia Educational University	

Table-1: Universities with autonomous legal status (PTN-BH)

Since to become autonomous requires a stringent set of criteria, only the best institutions are granted that status. In many cases these institutions are considered as the role model by the remaining institutions, particularly smaller and younger institutions in outer islands. Therefore it is important for these elite institutions to maintain reputation by ensuring that the academic and scientific norms are always its highest priority.

The field realities show that in some cases, there is a tendency that these norms are compromised, or at least seen so. In order to maintain its reputation, and more importantly to provide the proper models for other institutions, a formal and internally driven initiative to assure quality is needed.

Objectives

The objectives of this program are to,

- Develop capacity to enhance internal quality assurance;
- Develop capacity to nurture and develop internal quality culture among the autonomous universities;
- Develop capacity to share the QA skills to other institutions.

Scope of the grant

This grant will partially cover the initial cost needed for establishing the quality assurance network among the autonomous universities. The eligible components will be,

- International technical assistance (3 person-month): maximum of USD 90,000[34];

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[34] Perhaps from International Network of Quality Assurance Agencies in Higher Education (INQAAHE) or other similar organizations

- Domestic travelling, board and lodging cost for training participants: maximum of IDR 500 million;
- Seed money to settle the network secretariat (office equipment, communication facilities, etc) and develop assessment operating procedures: maximum of IDR 250 million; and
- Investment to develop training modules: maximum of IDR 500 million.

Design of the intervention

The 11 autonomous universities will be requested by the Directorate General of Learning and Students Affairs (DGLSA) to select an institution to host the Secretariat of the Quality Assurance Network. Other option such as to have the host rotated among the member universities, should also be considered. A joint committee should be established to prepare a proposal for establishing the Network.

The QA Network should be established by all member universities, with a firm legal status within the association. The grant will be provided for the first 2 (two) years after its establishment, and evaluation will be conducted by an expert panel at least once before the project is expired. After the expiration of the project period, the network should be able to sustain its operation through the annual contribution of the member institutions.

The responsibilities of this QA network should include the among others,

- Assess new study programs or qualifications;
- periodically meta evaluate the internal QA in each member institution;
- conduct training and apprenticeship program for other institutions; and
- provide on-site assistance to other institutions.

Performance indicators

At the end of the project, the following performance indicators should be achieved,

- a well functioning secretariat of the QA network, including its institutional framework and legal status;
- a set of well documented of standard operating procedures for assessment;
- training modules for assessors that has been piloted at least once;
- training modules for QA officers that has been piloted at least twice;

Program-2: Development of National Competency Standards

Background

The Government Regulation 31/2006 on the National Skills Training System (*Sistem Pelatihan Kerja Nasional / SISLATKERNAS*) was issued as a platform for the integrated competency based training system. SISLATKERNAS describes three pillars of competency based training system, namely (i) competency standard, (ii) competency based skills training program, and (iii) competency certification.

The three levels of competency standards (knowledge, skills, and attitudes) are (i) National Competency Standard (NCS) or SKKNI (*Standar Kompetensi Kerja Nasional Indonesia*); (ii) International Standard; and (iii) Special Standard. The NCS is developed based on the guidelines stipulated in the MoMT Regulation 12/2007 (later revised by the MoMT as Regulation 8/2012).

SKKNI (*Standar Kompetensi Kerja Nasional Indonesia*) or Indonesian National Competency Standard is a description of competencies required by a person to be assigned in a particular occupation or position. SKKNI covers knowledge, skills, and attitude, and shall be used as a national reference in developing a competency. SKKNI could be arranged in a package consisting of clusters of competencies and/or units of competencies (*unit kompetensi*), occupancy, or job title (*jabatan*).

Sector	Number of standards
Agriculture	56
Mining and energy	52
Manufacturing	54
Construction	108
Tourism & Culture	56
Services & Others	80
TOTAL	**406**

Table-1.1 Packages of competency standards developed by sector until 2014 [BNSP 2014]

By the end of 2014, 406 packages of competency standards (SKKNI) have been developed in the main economic sectors, as illustrated in Table-1.1. The number of SKKNI to be developed yet is still very large, considering the rapid advancement of technology. Jobs in information and communication technology as well as logistics are only a few examples of new occupations in the market that require definitions of competency standards. In order to achieve the government target of 10 million certified workers in 2019, a significant number of additional packages are needed in the near future.

Objectives

The primary objective of this project is to increase the number of available SKKNI to be referred by skills training providers, as well as employers. Since the sectors should be covered is significantly large, this project will focus on priority sectors as agreed under the ASEAN mutual recognition arrangements.

Scope of the grant

This grant will provide support for developing 10 SKKNI per year in the priority sectors in the next 2 years. The eligible components are

- Workshops (each workshop up to 30 participants for 2 days), should not exceed IDR 350 million per SKKNI;
- International technical assistance, maximum of 2 person-month per year and should not exceed USD 60,000 (all inclusive) per year; and
- National technical assistance, maximum of 5 person-month per year and should not exceed IDR 250 million (all inclusive) per year.

Design of the intervention

The BNSP will solicit proposals from the relevant groups. The announcement for soliciting proposals will include the mandatory standard format of SKKNI to be referred by the proponents.

The groups eligible to develop proposal are representing employers association (APINDO), chamber of commerce and industry (KADIN), association of providers, or combination of those. It is mandatory to include representatives from these organizations in the development team.

In order to assign the grantees, an independent expert panel will review and evaluate the proposals. The support will effective for 12 (twelve) months. Near the end of the expiration of the project, a national consultation workshop should be conducted to solicit critics and comments from the relevant stakeholders.

Outputs

At the end of the project period, the main performance indicators will be,

- A set of SKKNI in its final standard format;
- A narrative document explaining the SKKNI, e.g. rationale, objectives, principles, and background of each learning outcome.

Program-3: Capacity development grant for implementing IQF

Background

The implementation of IQF requires a considerable resources that many weaker institutions cannot afford to acquire. Currently the majority of skills providers are not adequately strong in term of resources, particularly financial capacity.

In order to implement the IQF, these institutions will have to redefine learning outcomes of their programs by referring to the IQF. In many cases such obligation is not easy to meet. Most do not have adequate competence experts to carry out the task, and they do not have sufficient financial resources to hire one. In addition to the learning outcomes, they will have to upgrade and update their laboratories to meet the required standards.

Without government assistance, such institutions might have to terminate their services. Although some providers might not be viable to continue their services, a significant number of providers might have long and valuable experiences of running the training programs. In order to consolidate and improve efficiency, some institutions might be encouraged to merge. These institutions should be eligible to receive government support to improve their capacity in implementing IQF.

Objectives

The objectives of this funding program are to,

- Prepare grantees to implement IQF by adjusting its learning outcomes;
- improve the efficiency of the national system of skills training providers;
- improve participation in the implementation of IQF.

Eligible proponents

A call for proposal will be announced jointly by MoM, MoEC, and MoRTHE. Institutions eligible to develop proposal are,.

- QA agencies (LA-LPK or LAM), who has assessed and evaluated more than 25 providers;
- Skills training providers, including BLK, LPK, LKP, and HEI's skills training providers, who has conducted more than 50 certified training programs; or participated by more than 200 trainees, in the 7 priority sectors;
- Skill training providers under higher education institutions, which provide training in the 7 priority sectors, and have graduated more than 200 persons.

Scope of the program

In order to select the grantees, an independent expert panel will review and evaluate the proposals. The number of reviewers in the panel will decided based on the number of proposals submitted. The stakeholders should be well represented in the panel membership.

The support will effective for 12 (twelve) months. In the 11th month of the project, a national consultation workshop should be conducted to solicit critics and comments from the relevant stakeholders.

The eligible components for each grant are,

- Workshops (each workshop up to 20 participants for 2 days), should not exceed IDR 150 million;
- National technical assistance, maximum of 1 person-month per year and should not exceed IDR 35 million (all inclusive) per year;
- Small investment to refurbish classrooms and modernize laboratory, should not exceed IDR 500 million.

Annex A : Report on Focus Group Discussions

INTRODUCTION

In order to resolve qualifications problems for contributing to workers mobility in the AEC in the selected study programs, a mismatch between graduate's competency and skills needed by the market has been identified. The root of mismatch resides in (a) the lack of market signal analyses that should be provided by all technical ministries as well as industries; (b) less graduate competencies due to education trend that goes more into academic programs rather than vocational, professional, as well as specialization; and (c) production of graduates by technical ministries without proper coordination with MoEC.

In this study, three pilot sectors have been selected in implementing qualifications infrastructures. They are selected based on National priority, Feasibility, Impact, and Representativeness.

a) *Tourism:* is considred as more advanced in terms of competency standards, competency based-study programs, qualifications, and Professional Competency Board (PCB) availability. It will be used as a ready model for development of a sectoral IQF, RPL, and IQB. As a field developed by industries or industry based field of study, in contrast with a field developed by the association of professionals, tourism enjoys a very strong support from the relevant industries..

b) *Accounting*: is a relatively old profession that it has already developed its competency standards, competency based-study programs, qualifications, and PCB availability. But synchronization across competency levels is still problematic.

c) *Nursing*: as part of health care, this field is considered as top priority by most stakeholders. It has already developed its competency standards, competency based-study programs, and PCB, but still requires harmonization with the MRA.

OUTPUT

A recommendation for a complete set of qualification frameworks for the selected fields is submitted, which include:

(a) mapping the demand and supply of tourism and accountancy sectors;
(b) learning outcomes of tourism and accountancy degree programs[35];
(c) recognition of prior learning in nursing and tourism sectors,which is an important aspect in assigning the appropriate equivalent competency level; and
(d) quality assurance based on qualifications for nursing sectors.

These points will be synchronized and extracted for developing IQF road map and its implementation at the national level.

MECHANISM

Study of these three sectors is carried through series of FGDs and workshops. The Tourism and Accounting FGDs produce learning outcomes that can contribute to a robust IQF qualifications system covering all level of skills / qualifications, and well benchmarked to qualification frameworks in other countries. The nursing FGDs analyze the best QA mechanism.

Key stakeholders are invited to solicit inputs onthe level of understanding of functions and operability of learning outcomes at various countries by discussing the following issues:

- objective of learning outcomes in education system;
- domains and mechanism of establishing learning outcomes;

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[35]A complete set of learning outcomes is submitted separately.

- benchmark of learning outcomes from other countries; and
- assessment of learning outcomes towards qualification levels as basis for accreditation or quality assurance in general.

The invitees include representatives from the following organizations,

a) Nursing: Indonesian Nursing Association (PPNI), Indonesian Nursing Education Institution Association (AIPNI), Indonesian Nursing Diploma Education Institution (AIPDiKI), Association of Nursing Study Programs, DLSA DGHE, Ministry of Health (BPSDM), selected Deans and Head of Study Programs, as well as lecturers in the relevant fields.

b) Tourism: Hotel & Restaurant Association (PHRI), Jakarta International Hotel Association (JIHA), Food & Beverage Executive Club (IFBEC), Hotel Human Resource Manager Association (HHRMA), Housekeeper Association (IHKA), Tourism study programs (HILDIKTIPARI), Ministry of Tourism (BPSD), selected Deans and Head of Study Programs, as well as lecturers in the relevant fields.

c) Accounting: Accountant Association (IAI), Institute of Certified Public Accountants (IAPI), Technician Accountant Association (APPTASI), Faculty of Economics, Ministry of Finance, selected Deans and Head of Study Programs, as well as lecturers in the relevant fields.

SCHEDULE

Initially, only 3 FGDs were designed to be conducted. However, due to additional matters needed to be discussed, an additional FGD was carried out. The schedules are as follows:

FGD I a) Nursing: Jakarta, 16 October 2014, 09.00-15.30 b) Tourism: Bandung, 22 October 2014, 09.00-15.00 c) Accountancy: Surabaya, 6 Nov2014, 15.00 – 21.00 **FGD II** – all three sectors: Jakarta March 25 – 2015, 08.00-17.30	**FGD III** a) Tourism: Denpasar, June 10-2015, 10.00-21.00 b) Nursing: Manado, June 21 and 22 2015 c) Accountancy: Jakarta, June 26 2015, 10.00 – 17.00 **FGD IV** a) Accounting: Jakarta, August 13-2015, 09.00 – 17.00 b) Nursing: Jakarta, August 14-2015, 09.00 – 17.00 c) Tourism: Jakarta, August 18-2015, 09.00 – 17.00

OBJECTIVES and AGENDA

FGD I
The objectives of the discussion are to solicit inputs from stakeholders on the level of understanding of:

- functions and operability of learning outcomes at various countries; and
- the learning outcomes domains and mechanism of establishing learning outcomes of selected study programs in Accountancy, Nursing, and Tourism.

Issues discussed

- objective of learning outcomes in education system;
- domains and mechanism of establishing learning outcomes;
- assessment of learning outcomes towards qualification levels;
- learning outcomes of specific sector in Indonesia; and
- benchmark of learning outcomes from other countries.

The one day FGDs were held with the following agenda.

09.00-15.00	NURSING and TOURISM PROGRAM	15.00-21.30	ACCOUNTING PROGRAM
08.00 – 09.00	Registration	14.00 – 15.00	Registration
09.00 – 09.30	Opening remarks	15.00 – 15.30	Opening remarks
09.30 – 10.30	Presentation by Sector Representatives	15.30 – 16.30	Presentation by Sector Representatives
10.30 – 12.00	Presentation by International QF expert	16.30 – 18.00	Presentation by National QF expert
12.00 – 13.00	Lunch and prayer break	18.00 – 19.00	Lunch and prayer break
13.00 – 15.15	Discussion	19.00 – 21.15	Discussion
15.15 – 15.30	Closing remarks	21.15 – 21.30	Closing remarks

FGD II

The objectives of the discussion were discussing Learning Outcome of specific study programs and RPL processes in Accounting and Tourism sectors. For the Nursing sector, the discussion is focused on quality assurance and RPL.

Issues discussed

- assessment of learning outcomes towards qualification levels;
- learning outcomes of specific sector in Indonesia;
- RPL system, opportunity and challenges in implementing RPL in each sectors; and
- quality assurance for nursing professional education at levels 5 and 7 IQF.

The FGD was held in one day with the following agenda.

TIME 08.00-15.00	PROGRAM
08.00 – 09.00	Registration
09.00 – 09.30	Opening remarks
09.30 – 10.30	Parallel sessions for 3 sectors
10.30 – 12.00	Parallel sessions for 3 sectors
12.00 – 13.00	Lunch and prayer break
13.00 – 15.00	Discussion
15.30 – 16.30	Presentation by the International Consultant and Discussion on RPL in each sectors
16.30 – 17.00	Closing Remarks

FGD III

The objectives of the discussion are to solicit inputs from stakeholders on the level of understanding of:

- analyses on various study programs in correlation with their specific market demand in Tourism and Accounting sectors;
- learning outcomes covering all level of higher education in Tourism and Accounting sectors;
- RPL strategy and mechanism for Nursing sectors, recognizing D1 or D2 graduates with working experience to a D3 qualifications (level 5); and
- RPL strategy and mechanism for Tourism sectors, recognizing lecturer qualifications of levels 8 and 9

Issues discussed were,:

- stakeholders needs on Tourism and Accounting qualifications;
- difference in learning outcomes among various Accounting study programs;
- difference in learning outcomes among various Tourism study programs;
- recognition of individual working experience in nursing sectors; and
- recognition of experts and lecturers with different study background as lecturer in tourism sectors.

The FGDs were held in the following agenda:

TOURISM: Wednesday, June 10-2015

09.00 – 10.00	Registration
10.00 – 10.30	Welcoming remarks (IQF Study Team Leader) Opening remarks (DLSA)
10.30 – 11.30	• Andrea Bateman (QB international experiences) • Maria Slowey (RPL for lectures)
11.30 – 12.30	• Presentation of Tourism S1, D3, D4 learning outcomes • Presentation of International Conference scheme
12.30 – 13.30	Lunch and prayer break
13.00 – 15.00	Parallel session • Analyses on various study programs in correlation with their specific market demand in tourism sectors (FGD Participants) • Analyses on accounting S1, D3, D4 learning outcomes (IQF DLSA Team) • Discussion on International Conference (FGD Participants)
15.00 – 15.30	Break
15.30 – 17.00	Continuing discussions • on supply and demand analyses on tourism skilled labor (FGD Participants) • on Tourism S1, D3, D4 learning outcomes (IQF DLSA Team) • on RPL for lecturers (FGD Participants)
17.00 - 18.30	Break
19.00 – 21.00	Conclusion and the next steps
21.00 – 21.30	Closing remarks

NURSING: Manado, Sunday June 21 and Monday June 22 2015

Day 1	June 21 2015 – FGD ACDP Participants and specific stakeholders
15.00 – 15.30	Registration
15.30 – 16.00	Welcoming remarks (IQF Study Team Leader) Opening remarks (DLSA)
16.00 – 17.00	Panel Presentations • Maria Slowey (RPL for Nursing Sectors) • Ann Doolette (QA based Qualifications) • Andrea Bateman (QB – international experiences)
17.00 – 18.00	Discussion on recognition of individual working experience in nursing sectors
18.00 – 19.30	Dinner
19.30 – 21.30	Discussion on strategy and mechanism in nursing sectors
Day 2	**June 22 2015 – FGD Participants and Nursing Study Programs** **Held in Politeknik Kesehatan Manado**
08.00 – 08.30	Registration
08.30 – 09.00	Welcoming remarks (IQF Study Team Leader) Opening remarks Manado Health Politechnic Director, DLSA, and Ministry of Health Representative
09.00 – 10.00	Parallel session • Panel Presentation by Ministry of Health representative or AIPNI, and Maria Slowey on Nursing Sector RPL (General Participants) • Conclusion on strategy and mechanism in nursing sectors (FGD Participants)
10.00 – 12.00	Parallel session • Discussion on RPL (General Participants) • Discussion on International Conference (FGD Participants)
12.00 – 12.30	Closing remarks
12.30 – 14.30	Lunch

ACCOUNTING: Friday, June 26-2015

08.00 – 08.30	Registration
08.30 – 09.00	Welcoming remarks (IQF Study Team Leader) Opening remarks (DLSA)
09.00– 11.30	Parallel Presentations by: • Ann Doolette (QA based Qualifications) • Key Stakeholders (oil companies) • Resume on Workshop on Asean Accounting Education Empowering Accounting Education Across ASEAN from stakeholder's perspective – Dr. Agung Nugroho Discussion
11.30 – 12.30	Presentation of Accounting S1, D3, D4 learning outcomes

12.30 – 13.30	Lunch and prayer break
13.00 – 15.00	Parallel session • Analyses on various study programs in correlation with their specific market demand in accounting sectors (FGD Participants) • Analyses on Accounting S1, D3, D4 learning outcomes (IQF DLSA Team) • Discussion on International Conference (FGD Participants)
15.00 – 15.30	Break
15.30 – 17.00	Resume on Accounting S1, D3, D4 learning outcomes (IQF Study Team)
17.00 - 17.30	Closing remarks

FGD IV

The FGD aimed to yield learning outcomes that can contribute to a robust IQF qualifications system as well as strategy and mechanism for RPL implementation, with three sectors (accountancy, nursing, and tourism) as pilot.

The objectives of the discussion are to solicit inputs from stakeholders on the level of understanding of:

- finalization of learning outcomes of Tourism (S1, D4, and D3) and Accounting (S1, S2, S3 and D4) degree programs;
- RPL strategy and mechanism for Nursing sectors, recognizing D1 or D2 graduates with working experience to a D3 qualifications (level 5);
- RPL strategy for lecturer in tourism sector;
- QA in nursing sector; and
- feed back on RPL questionnaires

The following issues are discussed:

- difference in learning outcomes among various Accounting study programs;
- difference in learning outcomes among various Tourism study programs;
- QA in nursing sectors by LAM;
- recognition of individual working experience in nursing sectors; and
- recognition of experts and lecturers with different study background as lecturer in tourism sectors.

The FGDs were held in the following agenda:

ACCOUNTING: JAKARTA, AUGUST 13-2015, 09.00 – 17.00

08.00 – 09.00	Registration
09.00 – 09.30	Welcoming remarks (IQF Study Team Leader) Opening remarks (DGLSA)
09.30 – 10.30	Feed back on RPL Questionnaires
10.30 – 12.30	Presentation on Accounting S1, S2, S3, and D4 learning outcomes
12.30 – 13.30	Lunch and prayer break
13.00 – 15.00	Analyses on accounting S1, S2, S3, and D4 learning outcomes
15.00 – 15.30	Break
15.31 – 16.30	• Analyses on accounting S1, D3, D4 learning outcomes • Discussion on International Conference
16.30 - 17.00	Conclusion, The next steps, and Closing remarks

Note: Accounting sector participants are expected to arrive on August 13 – 2015, early morning.

NURSING: JAKARTA, AUGUST 14-2015, 09.00 – 17.00

08.00 – 09.00	Registration
09.00 – 09.30	Welcoming remarks (IQF Study Team Leader) Opening remarks (DGLSA)
09.30 – 10.30	Feed back on RPL Questionnaires
10.30 – 12.30	• Presentation on QA at Nursing Sectors • Presentation of RPL scheme at Nursing Sectors

12.30 – 13.30	Lunch and prayer break
13.00 – 15.00	• Discussion on QA at Nursing Sectors • Discussion on RPL scheme at Nursing Sectors
15.00 – 15.30	Break
15.30 – 16.30	Continuing discussions • Discussion on RPL scheme at Nursing Sectors • Discussion on International Conference
16.30 - 17.00	Conclusion, The next steps, and Closing remarks

TOURISM: JAKARTA, AUGUST 18-2015, 09.00 – 17.00

08.00 – 09.00	Registration
09.00 – 09.30	Welcoming remarks (IQF Study Team Leader) Opening remarks (DGLSA)
09.30 – 10.30	Feed back on RPL Questionnaires
10.30 – 12.30	• Presentation on Tourism S1, D3, D4 learning outcomes • Analyses on tourism S1, D3, D4 learning outcomes
12.30 – 13.30	Lunch and pray break
13.00 – 15.00	• Analyses on tourism S1, D3, D4 learning outcomes • Presentation on RPL for lecturers
15.00 – 15.30	Break
15.30 – 16.30	• Discussion on RPL for lecturers • Discussion on International Conference
16.30 - 17.00	Conclusion, The next steps, and Closing remarks

These FGDs initiated by ACDP 024 project were followed up by the following series of FGDs initiated and funded by the relevant sectors.

- Accounting :
    - o solicited input from alumnae employers, conducted on January 17, 2015 at Accounting Knowledge & Research Center Universitas Padjadjaran, under initiatives of Program D3 FEB Universitas Padjajaran (UNPAD) in collaboration with Ikatan Akuntan Indonesia Kompartemen Akuntan Pendidik (IAI – KAPd).
    - o The follow up workshop was conducted on January 22 and 23, 2015 at University of Indonesia, involving vocational study programs in accountancy from 30 universities, 15 polytechnics, and 12 others (Colleges, Academies, and Institutes).
    - o Other subsequent FGDs were also conducted to discuss learning outcomes and the final harmonization among learning outcomes will be carried out at October 10-2015.
    - o After the learning outcomes are agreed by all parties, they will disseminate the result to all relevant stakeholders such as Ministry of Finance, BSNP, BNSP, Ministry of State Apparatus and Reform of Bureaucracy, as well as other relevant parties.

- Tourism :
    - o several successive FGDs were conducted to agree on name, types, and level qualifications delivered by study programs, learning outcomes, mapping learning outcomes and competency standards of 32 job titles stated in MRA, as well as RPL for tourism lecturers.

- Nursing professional associations plan to conduct workshop on RPL on October 13-2015.

PROBLEM STATEMENT, STRATEGY TO OVERCOME and OUTPUT

A. TOURISM SECTOR

The topic of establishing tourism as a science affirms itself by creating university programs, specialized journals and newspapers, and specialized international associations. However, it is important to understand that tourism training and research are adapted to the needs of the professional business environment (Kadri, 2007- in J.R. Brent Ritchie, Lorn R. Sheehan and Seldjan

Timur, Tourism Sciences or Tourism Studies?Implications for the Design and Content of Tourism Programming, http://teoros.revues.org/162). Therefore, the tourism science or studies are very closely related to its industries.

Tourism industries in Indonesia and around the world are growing whilst maintain the same objectives: to effectively manage the destination and, in doing so, enhance the well-being of the residents of a tourism destination. With such similar responsibilities, international standards of tourism are easily defined, including the requirement of professionals to handle the job.

In ASEAN, the Working Group on ASEAN Common Competency Standards for Tourism Professionals has resulted in the competency list for hotel services – travel & tour services across ASEAN, containing:

* Cluster 1 - Common Core Competencies
* Cluster 2 - Travel Agency – Ticketing
* Cluster 3 – Tour Guide Services
* Cluster 4 – Tour Operations
* Cluster 5 – Customer Service, Sales & Marketing
* Cluster 6 – General Administration
* Cluster 7 – Financial Administration
* Cluster 8 – Human Resources Development
* Cluster 9 – Resource Management
* Cluster 10 – English Language Proficiency

Minimum ASEAN Common Competency Standards for Tourism Professional and Competency List for 6 Labor Divisions with 32 job titles had been established (Table A.1). These common competency standards for the 32 job titles are classified into 5 levels qualifications (Table A.2).

Table A.1 List for 6 Labour Divisions having ASEAN Common Competency Standards
(source: Handbook of ASEAN **MRA** on **Tourism** Professional (ACCSTP), www.asean.org)

A. Front Office	B. House Keeping
1. Front Office Manager	6. Executive Housekeeper
2. Front Office Supervisor	7. Laundry Manager
3. Receptionist	8. Floor Supervisor
4. Telephone Operator	9. Laundry Attendant
5. Bell Boy	10. Room Attendant
	11. Public Area Cleaner
C. Food Production	D. Food and Beverage Service
12. Executive Chef	19. F&B Director
13. Demi Chef	20. F&B Outlet Manager
14. Commis Chef	21. Head Waiter
15. Chef de Partie	22. Bartender
16. Commis Pastry	23. Waiter
17. Baker	
18. Butcher	
E. Travel Agencies	F. Tour Operation
24. General Manger	28. Product Manager
25. Assistant General Manager	29. Sales and Marketing Manager
26. Senior Travel Consultant	30. Credit Manager
27. Travel Consultant	31. Ticketing Manager
	32. Tour Manager
	33. Tour Guide

Annex A: Report on Focus Group Discussion

Table A.2Qualification's level and its generic descriptor (www.asean.org)

Level 5 - Advanced Diploma	Sophisticated, broad and specialised competence with senior management skills
Level 3 - Certificate IV	Greater technical competence with supervisory skills
Level 2 - Certificate III	Broad range of skills in more varied context and team leader responsibilities
Level 1 - Certificate II	Basic, routine skills in a defined context

Successively, ASEAN Tourism Curriculum and Qualifications Framework are being developed for 52 qualifications across 6 labor divisions.

Table A.3 Curriculum Development on Tourism (source: www.asean.org)

Labor Divisions	Certificate II	Certificate III	Certificate IV	Diploma	Advanced Diploma	Sub-Total
Food & Beverage	2	2	3	1	1	9
Food Production	2	3	3	1	1	10
Front Office	1	1	1	1	1	5
Housekeeping	1	1	1	1	1	5
Tour Operation	2	3	4	2	1	12
Travel Agencies	3	3	3	1	1	11
TOTAL						*52*

With those structured qualifications, formal education and training providers in all ASEAN member states are expected to improve their relevance. In the Indonesian higher education, up to June 2015, 194 degree programs in tourism are currently offered, as shown in the following Table A.4.

Tabel A.4. Levels, Types, and Names of Existing Study Programs (source: Hildiktipari 2015)

NO	IQF LEVELS		PROGRAMS
1	9	S3	Ilmu Pariwisata
2	9	S3	Kajian Pariwisata
3	8	S2	Kajian Pariwisata
4	8	S2	Perencanaan Pariwisata
5	8	S2	Pariwisata
6	6	S1	Bisnis Hospitality
7	6	S1	Destinasi Pariwisata
8	6	S1	Hospitality
9	6	S1	Industri Perjalanan Pariwisata
10	6	S1	Manaj.Pemasaran Pariwisata
11	6	S1	Manaj.Resort dan Leasure
12	6	S1	Manajemen Katering
13	6	S1	Manajemen Perhotelan dan Pariwisata
14	6	S1	Pariwisata
15	6	S1	Studi Akomodasi dan Katering
16	6	S1	Studi Destinasi Pariwisata
17	6	S1	Studi Industri Perjalanan
18	6	S1	Usaha Perjalanan Wisata

NO	IQF LEVELS		PROGRAMS
19	6	D4	Administrasi Hotel
20	6	D4	Administrasi Perhotelan
21	6	D4	Destinasi Pariwisata
22	6	D4	Manajemen Akuntansi Hospitality
23	6	D4	Manajemen Bisnis Konvensi
24	6	D4	Manajemen Bisnis Pariwisata
25	6	D4	Manajemen Bisnis Perjalanan
26	6	D4	Manajemen Destinasi Pariwisata
27	6	D4	Manajemen Hospitality
28	6	D4	Manajemen Kepariwisataan
29	6	D4	Manajemen Konvensi dan
30	6	D4	Manajemen Pengaturan Perjalanan
31	6	D4	Manajemen Perhotelan
32	6	D4	Usaha Jasa Konvensi, Perjalanan
33	6	D4	Usaha Jasa Pariwisata
34	6	D4	Usaha Perjalanan Wisata
35	5	D3	Manajemen Perhotelan
36	5	D3	Perhotelan
37	5	D3	Manajemen Tata Hidang
38	5	D3	Manajemen Divisi Kamar
39	5	D3	Manajemen Tata Boga
40	5	D3	Tata Boga
41	5	D3	Usaha Perjalanan Wisata

The highest number of degree program offered in tourism is D3 Hospitality (Figure A.1).
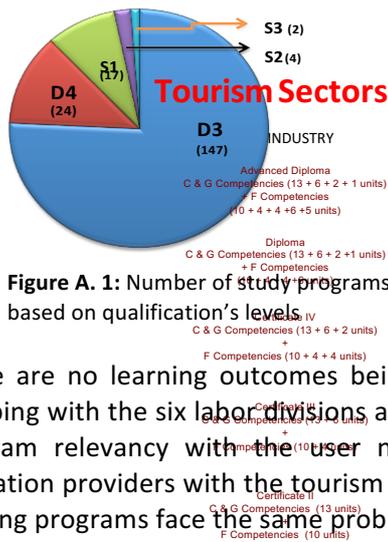
Figure A. 1: Number of study programs based on qualification's levels

In addition to 194 formal degrees, there are many short cycle training programs under MoM and MoEC.

As stated in the aforementioned table, there are many similar programs leading to a specific qualification delivered under various names. On the other hand, there are 90 higher education institutions deliver D3 Perhotelan (Bachelor of Hospitality) with various curriculum. Some focuses in hotel operations, some in culinary art, and some in tour and travel management.

There are no learning outcomes being described for each study program in tourism sector, that mapping with the six labor divisions agreed in ASEAN Tourism MRA is not possible. In terms of study program relevancy with the user needs, there is no map that can correlate between higher education providers with the tourism industries, as illustrated in the following diagram A.22. Various training programs face the same problem as well.
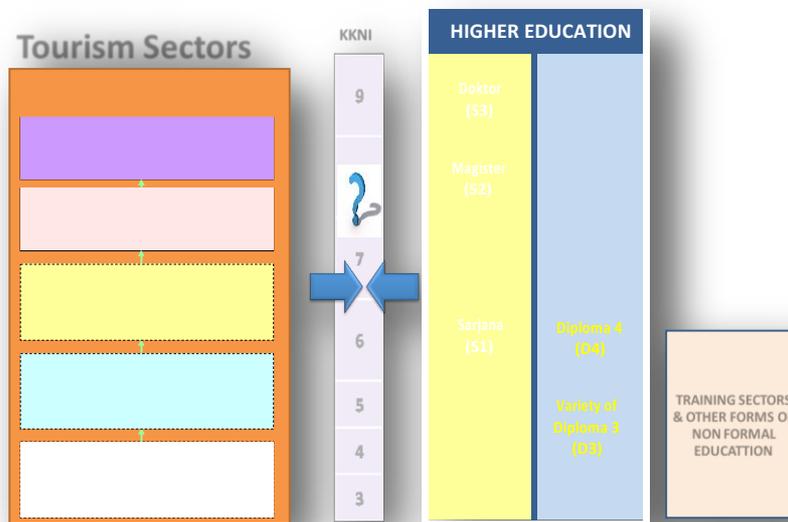
Figure A.2. Illustration of relevancy problem in tourism higher education and training sectors

In these FGDs, participants were requested to develop strategy to overcome the problem by first mapping name of study programs towards their targeted learning outcomes and benchmark the types, levels, and name of qualifications (degree programs) with international best practices. Describing the learning outcomes of each study program and drawing the correlation between the learning outcomes with the required competencies by tourism industries are carried out subsequently.

The first significant result from the FGDs in Tourism is agreement to reduce 41 types, levels, and names of qualifications into 15, as listed in table A.5. The output has been submitted to Directorate of Learning and Students Affairs as same time of interim report submission.

Table A.5 Types, levels, and names of qualifications for study programs in Tourism

No			KODE	Levels	Programs (Indonesian and International Terms)	
1	6	1	61601	S1	Pariwisata	Tourism
2	8	1	61601	S2	Pariwisata	Tourism
3	9	1	61601	S3	Pariwisata	Tourism
4	6	2	6160101	D4	Pengelolaan Usaha Rekreasi	Sport, Recreation & Leisure Management
5	6	2	6160102	D4	Destinasi Pariwisata	Tourism Destination
6	5	2	6160103	D3	Ekowisata	Ecotourism
7	6	2	61602	D4	Pengelolaan Perhotelan	Hotel Management/Administration
8	5	2	6160201	D3	Perhotelan	Hotel Operations
9	5	2	6160202	D3	Divisi Kamar	Rooms Division Operations
10	5	2	6160203	D3	Seni Kuliner	Culinary Arts
11	5	2	6160204	D3	Seni Pengolahan Patiseri	Baking and Pastry Arts
12	5	2	6160205	D3	Tata Hidang	Food and Beverage Service
13	6	2	61603	D4	Usaha Perjalanan Wisata	Tour and Travel Business
14	5	2	6160301	D3	Perjalanan Wisata	Tour and Travel Operations
15	6	2	61604	D4	Pengelolaan Konvensi dan Acara	Convention and Event Management

The second output is completion of learning outcomes of six study programs (number 8, 9, 10, 11, 12, and 13 listed in TableA.5).

The third result is mapping between learning outcomes and MRA list of competencies. Six study programs concluded the mapping assignment, as explained in the following tables A.6.

Table A.6 Mapping of ASEAN Tourism Competencies versus D3 Tour and Travel Operations and D4 Tour and Travel Business

CLUSTER 1	COMMON CORE COMPETENCIES	D3	D4
D2.TCC.CL1.01	Work effectively with customers and colleagues	v	v
D2.TCC.CL1.02	Work in a socially diverse environment	v	v
D2.TCC.CL1.03	Implement occupational health and safety procedures	v	v
D2.TCC.CL1.04	Follow safety and security procedures	v	v
D2.TCC.CL1.05	Communicate effectively on the telephone	v	
D2.TCC.CL1.06	Manage and resolve conflict situations		v
D2.TCC.CL1.07	Develop and update tourism industry knowledge		v
D2.TCC.CL1.08	Promote products and services to customers		v
D2.TCC.CL1.09	Perform clerical procedures	v	
D2.TCC.CL1.10	Access and retrieve computer-based data	v	
D2.TCC.CL1.11	Speak English at a basic operational level	v	v
D2.TCC.CL1.12	Process financial transactions	v	
D2.TCC.CL1.13	Use common business tools and technology	v	v
D2.TCC.CL1.14	Perform child protection duties relevant to the tourism industry		
D2.TCC.CL1.15	Perform basic First Aid procedures	v	v
D2.TCC.CL1.16	Develop protective environments for children in tourism destinations		
CLUSTER 2	TRAVEL AGENCY - TICKETING	D3	D4
D2.TTA.CL2.01	Access and interpret information		v
D2.TTA.CL2.02	Administer a billing and settlement plan	v	
D2.TTA.CL2.03	Apply advance airfare rules and procedures	v	v
D2.TTA.CL2.04	Book and co-ordinate supplier services	v	
D2.TTA.CL2.05	Construct and ticket a non-air travel plan	v	
D2.TTA.CL2.06	Construct and ticket domestic airfares	v	
D2.TTA.CL2.07	Construct and ticket promotional international airfares	v	
D2.TTA.CL2.08	Construct and ticket regular international airfares	v	
D2.TTA.CL2.09	Co-ordinate marketing and promotional activities		v
D2.TTA.CL2.10	Create promotional display stand		v
D2.TTA.CL2.11	Develop and update local knowledge	v	v

D2.TTA.CL2.12	Maintain product information inventory	v	v
D2.TTA.CL2.13	Operate a computerised reservation system	v	
D2.TTA.CL2.14	Operate an automated information system	v	v
D2.TTA.CL2.15	Produce travel documentation on a computer	v	v
D2.TTA.CL2.16	Prepare quotations	v	
D2.TTA.CL2.17	Receive and process a reservation	v	
D2.TTA.CL2.18	Source and package tourism products and services		v
D2.TTA.CL2.19	Source and provide destination information and advice		v
CLUSTER 3	TOUR GUIDE SERVICES	D3	D4
D2.TTG.CL3.01	Work as a tour guide	v	
D2.TTG.CL3.02	Allocate tour resources		v
D2.TTG.CL3.03	Conduct interpretive activities in the field	v	
D2.TTG.CL3.04	Conduct pre-departure checks	v	
D2.TTG.CL3.05	Co-ordinate and operate a day-tour (or short excursions)	v	
D2.TTG.CL3.06	Demonstrate/observe respect for indigenous cultures	v	
D2.TTG.CL3.07	Develop and co-ordinate appropriate cultural tourism activity	v	
D2.TTG.CL3.08	Develop and maintain local general knowledge	v	v
D2.TTG.CL3.09	Drive various types of service vehicles		
D2.TTG.CL3.10	Establish and maintain a safe and secure workplace		v
D2.TTG.CL3.11	Establish and maintain safe touring conditions	v	
D2.TTG.CL3.12	Lead tour groups in a responsible manner	v	
D2.TTG.CL3.13	Maintain contacts with handling agents	v	
D2.TTG.CL3.14	Manage and facilitate an extended tour experience	v	
D2.TTG.CL3.15	Plan, develop and evaluate interpretive activities	v	
D2.TTG.CL3.16	Plan, trial and implement minimal impact operations		v
D2.TTG.CL3.17	Prepare and present tour commentaries	v	
D2.TTG.CL3.18	Provide arrival and departure assistance	v	
D2.TTG.CL3.19	Research and share information on indigenous cultures		v
CLUSTER 4	TOUR OPERATIONS	D3	D4
D2.TTO.CL4.01	Allocate tour resources	v	
D2.TTO.CL4.02	Carry out vehicle maintenance or minor repairs		
D2.TTO.CL4.03	Clean premises and equipment	v	
D2.TTO.CL4.04	Conduct pre-departure checks	v	
D2.TTO.CL4.05	Demonstrate climbing skills at a basic level		
D2.TTO.CL4.06	Develop and implement operational plans	v	
D2.TTO.CL4.07	Develop interpretive content for eco-tourism activities	v	
D2.TTO.CL4.08	Drive large tour buses or coaches		
D2.TTO.CL4.09	Manage and execute a detailed tour itinerary	v	
D2.TTO.CL4.10	Comply with workplace hygiene procedures	v	
D2.TTO.CL4.11	Manage operational risk	v	
D2.TTO.CL4.12	Monitor tourism operations		
D2.TTO.CL4.13	Maintain tourism vehicles in safe and clean operational		
D2.TTO.CL4.14	Operate and maintain a 4WD vehicle in safe working		
D2.TTO.CL4.15	Operate tours in remote areas		
D2.TTO.CL4.16	Set up and operate a camp site		
D2.TTO.CL4.17	Plan and implement package sales		v
D2.TTO.CL4.18	Provide camp site catering		
CLUSTER 5	CUSTOMER SERVICE, SALES AND MARKETING		D4
D2.TCS.CL5.01	Apply point of sale handling techniques		v
D2.TCS.CL5.02	Assess and plan tourism opportunities for local communities		
D2.TCS.CL5.03	Build and maintain a team approach to service delivery		v
D2.TCS.CL5.04	Develop and update tourism industry knowledge		v
D2.TCS.CL5.05	Construct and apply tourism product research		v

D2.TCS.CL5.06	Co-ordinate marketing activities		v
D2.TCS.CL5.07	Co-ordinate production of brochures and marketing materials	v	
D2.TCS.CL5.08	Create, implement and evaluate strategic product initiatives		v
D2.TCS.CL5.09	Develop and monitor culturally appropriate tourism activity	v	
D2.TCS.CL5.10	Develop conference programs	v	
D2.TCS.CL5.11	Develop host community awareness programs		
D2.TCS.CL5.12	Develop, implement and evaluate regional tourism plans		
D2.TCS.CL5.13	Develop, implement and evaluate sponsorship plans		v
D2.TCS.CL5.14	Develop, manage and evaluate local marketing strategies		v
D2.TCS.CL5.15	Develop/monitor ecologically sustainable tourism operations		v
D2.TCS.CL5.16	Establish and maintain a business relationship		v
D2.TCS.CL5.17	Implement/monitor event management systems and procedures		v
D2.TCS.CL5.18	Manage quality customer service		v
D2.TCS.CL5.19	Plan and implement sales activities		v
D2.TCS.CL5.20	Prepare and deliver presentations	v	
D2.TCS.CL5.21	Prepare and submit quotations	v	v
D2.TCS.CL5.22	Promote tourism products and services		v
D2.TCS.CL5.23	Source and package tourism products and service		v
CLUSTER 6	GENERAL ADMINISTRATION	D3	D4
D2.TGA.CL6.01	Create and update a tourism website		
D2.TGA.CL6.02	Design computer documents, reports and worksheets		
D2.TGA.CL6.03	Manage and monitor tourism programs and projects		
D2.TGA.CL6.04	Manage, control and order stock		
D2.TGA.CL6.05	Minimize theft		
D2.TGA.CL6.06	Operate an automated information system		v
D2.TGA.CL6.07	Organise and coordinate meetings	v	
D2.TGA.CL6.08	Plan and establish systems and procedures		v
D2.TGA.CL6.09	Prepare business documents	v	
D2.TGA.CL6.10	Produce documents on a computer	v	
D2.TGA.CL6.11	Receive and store stock		
D2.TGA.CL6.12	Source and present information		v
D2.TGA.CL6.13	Develop and implement operational policies		v
CLUSTER 7	FINANCIAL ADMINISTRATION	D3	D4
D2.TFA.CL7.01	Audit financial procedures		
D2.TFA.CL7.02	Interpret financial statements and reports		
D2.TFA.CL7.03	Maintain a secure financial accounting system		
D2.TFA.CL7.04	Manage contractual agreements/commitments		v
D2.TFA.CL7.05	Manage and control operational costs	v	v
D2.TFA.CL7.06	Prepare financial statements		
		v	2
CLUSTER 8	HUMAN RESOURCE DEVELOPMENT	D3	D4
D2.TRD.CL8.01	Analyse competency requirements		v
D2.TRD.CL8.02	Coach others in job skills	v	
D2.TRD.CL8.03	Conduct an individual performance assessment		v
D2.TRD.CL8.04	Deliver training sessions		v
D2.TRD.CL8.05	Design and establish a training system		
D2.TRD.CL8.06	Design training courses		
D2.TRD.CL8.07	Develop assessment tools and procedures		
D2.TRD.CL8.08	Establish a performance assessment system		
D2.TRD.CL8.09	Implement a staff performance assessment plan		
D2.TRD.CL8.10	Implement a training and development program		v
D2.TRD.CL8.11	Monitor and evaluate a training and development program		v
D2.TRD.CL8.12	Plan and promote a training program		

D2.TRD.CL8.13	Review performance assessment outcomes		v
D2.TRD.CL8.14	Review training outcomes		v
D2.TRD.CL8.15	Train selected small groups		v
		v	8
CLUSTER 9	RESOURCE MANAGEMENT	D3	D4
D2.TRM.CL9.01	Apply industry standards to team supervision		
D2.TRM.CL9.02	Develop and implement a business plan		v
D2.TRM.CL9.03	Develop and manage business strategies		v
D2.TRM.CL9.04	Lead and manage a development team		
D2.TRM.CL9.05	Lead and manage people		v
D2.TRM.CL9.06	Maintain legal knowledge required for business compliance		v
D2.TRM.CL9.07	Manage and purchase stocks		
D2.TRM.CL9.08	Manage financial operations within a budget	v	v
D2.TRM.CL9.09	Manage innovative tourism projects and programs		
D2.TRM.CL9.10	Manage physical assets and infrastructure		
D2.TRM.CL9.11	Manage quality customer service		v
D2.TRM.CL9.12	Manage workplace diversity		
D2.TRM.CL9.13	Manage and maintain effective workplace relations		v
D2.TRM.CL9.14	Manage and maintain an operational computer system	v	v
D2.TRM.CL9.15	Monitor staff performance		v
D2.TRM.CL9.16	Monitor work operations		v
D2.TRM.CL9.17	Prepare and monitor budgets	v	v
D2.TRM.CL9.18	Provide mentoring support to business colleagues		
D2.TRM.CL9.19	Recruit and select staff		
D2.TRM.CL9.20	Roster staff	v	
CLUSTER 10	ENGLISH LANGUAGE PROFICIENCY	D3	D4
D2.LAN.CL10.01	Read and write English at a basic operational	v	
D2.LAN.CL10.02	Use English at a supervisory level		v
D2.LAN.CL10.03	Read and write English at a supervisory level		v
D2.LAN.CL10.04	Read and write English at an advanced level		v

As listed in the Table A.6 there are 155 competencies for job titles in Travel Agencies and Tour Operation. Seventy five of competency units are covered by D3 Tour and Travel Operations and sixty two of competency units are produced in D4 Tour and Travel Business. There are 23 competency units which are not covered by these two study programs. Most of them are in the managerial areas which can be acquired after graduates getting more experience in undertaking the job.

Table A.7 listed correlation of learning outcomes of D4 Tour and Travel Business with 62 competency units.

Table A.7 Correlation of ASEAN Tourism Competencies versus learning outcomes of
D3 Tour and Travel Operations and D4 Tour and Travel Business

No.	Learning Outcomes	Code
1	Mampu merancang, menyusun, mengimplementasikan dan mengevaluasi berbagai produk dan layanan usaha perjalanan wisata dengan metode dan teknik pengembangan produk dan layanan sehingga menghasilkan produk wisata yang bernilai jual	D2.TCC.CL1.04
		D2.TCC.CL1.07
		D2.TCC.CL1.15
		D2.TTA.CL2.03
		D2.TTA.CL2.09
		D2.TTA.CL2.10
		D2.TTA.CL2.14
		D2.TTA.CL2.18

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|		
		D2.TTA.CL2.19
		D2.TTG.CL3.02
		D2.TTG.CL3.10
		D2.TTG.CL3.19
		12
2	Mampu mengelola bisnis perjalanan wisata dengan menerapkan sistem tata kelola manajemen.	D2.TCC.CL1.01
		D2.TCC.CL1.02
		D2.TCC.CL1.03
		D2.TCC.CL1.06
		D2.TRM.CL9.02
		D2.TRM.CL9.03
		D2.TRM.CL9.05
		D2.TRM.CL9.06
		D2.TRM.CL9.08
		D2.TRM.CL9.13
		D2.TRM.CL9.14
		D2.TRM.CL9.15
		D2.TRM.CL9.16
		D2.TRM.CL9.17
		14
3	Mampu mengakses dan menjelaskan informasi mengenai produk dan layanan usaha perjalanan wisata untuk mendukung kegiatan penjualan produk wisata	D2.TTO.CL4.17
		D2.TCS.CL5.22
		D2.TCS.CL5.23
		D2.TRM.CL9.11
		4
4	Mampu secara mandiri menghasilkan rencana usaha perjalanan wisata yang kreatif, inovatif, terpercaya, serta memberikan rasa aman dan nyaman	D2.TTA.CL2.01
		D2.TTA.CL2.11
		D2.TTA.CL2.12
		D2.TTG.CL3.08
		4
5	Mampu menganalisa dan mengembangkan strategi pemasaran dalam penjualan produk dan layanan usaha perjalanan wisata.	D2.TCC.CL1.08
		D2.TCS.CL5.05
		D2.TCS.CL5.06
		D2.TCS.CL5.08
		D2.TCS.CL5.14
		D2.TCS.CL5.15
		6
6	Memiliki kemampuan membangun jejaring kerjasama dengan pihak yang berkaitan dengan usaha perjalanan wisata	D2.TCS.CL5.16
		D2.TFA.CL7.04
		2
7	Memiliki kemampuan menghitung harga paket perjalanan wisata sesuai dengan kebutuhan.	D2.TTA.CL2.18
		D2.TCS.CL5.21
		2
8	Mampu melaksanakan teknik penjualan secara langsung serta memberikan berbagai alternatif produk dan layanan usaha perjalanan wisata sesuai dengan kebutuhan pelanggan.	D2.TCS.CL5.01
		D2.TCS.CL5.19

13	Mampu mengaplikasikan sistem informasi dan teknologi terkini dan akurat yang terkait dengan usaha perjalanan wisata	D2.TGA.CL6.06
		1
14	Mampu memahami dan menginformasikan aturan-aturan maskapai penerbangan dan moda transportasi lainnya yang terkini dan akurat secara detail.	D2.TTA.CL2.15
		1
15	Mampu memahami aturan-aturan pengurusan dokumen perjalanan yang berlaku dan menjalankannya dalam perencanaan serta membangun kesadaran pelanggan dalam proses pengurusan dokumen perjalanan	D2.TFA.CL2.03
9	Mampu berkomunikasi secara efektif dalam menyampaikan produk dan layanan usaha perjalanan wisata sehingga dapat memenuhi kebutuhan serta kenyamanan pelanggan	D2.TCS.CL5.03
		D2.TCS.CL5.04
		D2.TCS.CL5.18
10	Memiliki kemampuan mengevaluasi paket perjalanan wisata sesuai dengan kenyamanan pelanggan	D2.TTG.CL3.16
		3
11	Memiliki kemampuan menghitung biaya produksi dan kelabaan, menghitung RAB, mendapatkan modal KUK, melakukan pemasaran berbasis teknologi informasi dan evaluasi diri dalam usaha perjalanan wisata	D2.TCC.CL1.13
		D2.TFA.CL7.05
		D2.TRM.CL9.08
12	Memiliki kemampuan berkomunikasi dalam bahasa Inggris secara lisan dan tulisan pada tingkat menengah atau setara dengan TOEFL 350/TOEIC 400 dan satu bahasa asing pilihan (Mandarin/Perancis/Jepang/Jerman).	D2.TCC.CL1.11
		D2.LAN.CL10.02
		D2.LAN.CL10.03
		4

As this point, other study programs' learning outcomes and their competency maps are derived. At the end of the year, it is expected that comprehensive map of education providers, qualifications, and competencies in tourism sectors is completed.

B. NURSING SECTOR

Most of higher education program in nursing are conducted in the area of vocational, profession, and specialist. Master and doctoral in Nursing are very limited and are catered to yield educators. The Nurse Anesthesiology is conducted at Diploma 4 resulting skilled professional at IQF level 6, whilst the Maternity Nursing, Medical and Surgical Nursing, Pediatric Nursing, and Psychiatric Nursing are delivered as Specialist programs, yielding skilled professional at IQF level 8.

The majority of nursing degree programs is catered as Diploma 3 and Profession, producing skilled professional at IQF level 5 and 7. About 20.000 graduates Diploma 3 are produced each year by 489 institutions across the country, as illustrated in the side diagram:
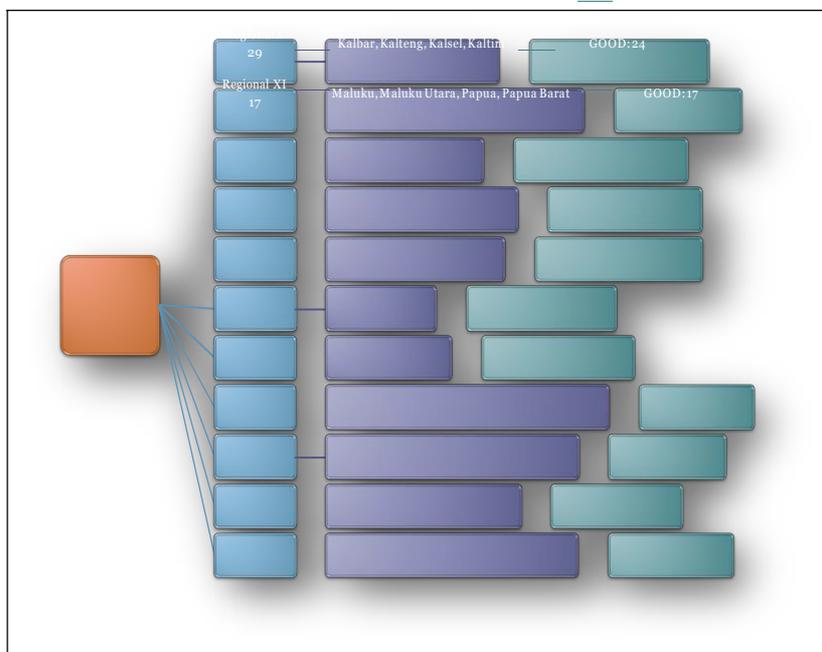

Close collaborations between the Association of Nursing Diploma III (AIPDIKI) as association of higher education institutions and Association of Professional Nurse as well as with the MoH as users produce mutual understanding on level competencies required by health sectors. Three levels i.e. Diploma 3, Profession, and Specialist are recognized as relevant degree program to yield nurse assistant, nurse, as well as nurse specialist, respectively. This demand and supply match is described by mapping the learning outcomes of these three degree programs with the relevant competency standards (enclosed).

From the first FGD, the significant problem in nursing sectors is disparity of education quality, i.e. about 20 % institutions delivered insufficient quality programs. Lack of qualified lecturers, facilities, as well as sanctions to unperformed study programs are identified. Table B.1 shows data of graduates passing the competency exit exam in June 2015. Passing percentage of graduates from region VII and IX is really alarming, considering that those regions produce quite large.

Annex

Region	#HEI	Participants	% Pass
I	8	485	33.61
II	11	413	34.62
III	10	546	70.15
IV	24	780	52.44
V	9	235	74.47
VI	18	825	52.36
VII	27	1856	**39.49**
VIII	7	549	46.45
IX	25	2097	**27.32**
X	9	561	53.48
XI	6	463	42.98
XIII	4	188	30.85
State HEIs	18	963	76.74

Nursing Sectors

...tes passed competency exit exam at June 2015
...ource: AIPNI)
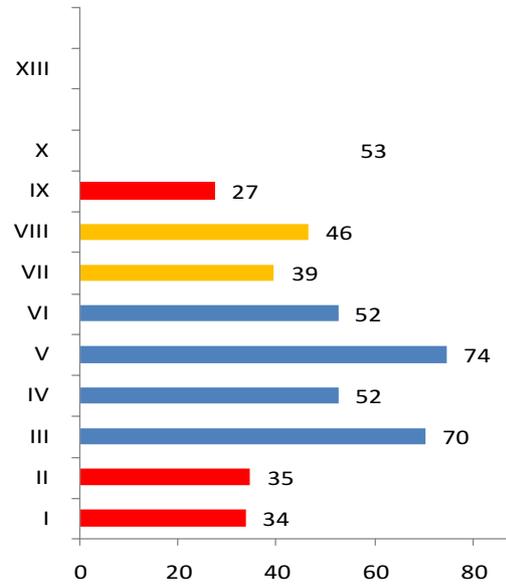
Based on such condition, quality of education is identified as the most significant problem as illustrated in the Figure B.2. Despite the closed relevancy between industry and higher education, the quality assurance that can assess achievement of qualifications has not beeen developed yet.
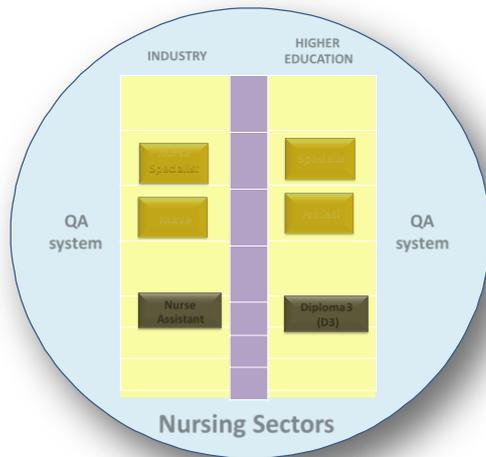

Figure B.2 Closed relevancy between user's needs and providers, but lacking QA system to assured such relevancy

The first step towards improving the quality of education is to synchronize education providers under management of MoH and management of MoRTHE. Previously there were two different sets of curriculum implemented. Then,DLSA through HPEQ project fromMoEC (currently is MoRTHE), Training Center for Health Workforce, Directorate of Nursing – MoH, Directorate of Motherhood – MoH, Directorate of Childhood – MoH, PPNI, AIPNI, and AIPDKI achieved agreement to one standard of learning outcomes and implementing one generic set of curriculum.

Both parties (providers and users) agree on the qualification levels; though the quality assurance that can assess achievement of qualifications has not been developed yet. Then second step is to registerthe nursing sector to the Independent Accreditation Agency (LAM) for Health Sector. However, thecurrent model of quality assurance is still focus on assessing institutions' infrastructures with little emphasis on whether or not the universities adhered to the national

quality assurance standards, particularly the targeted learning outcomes. The diagram below illustrates the basis for shifting the QA system towards qualifications.
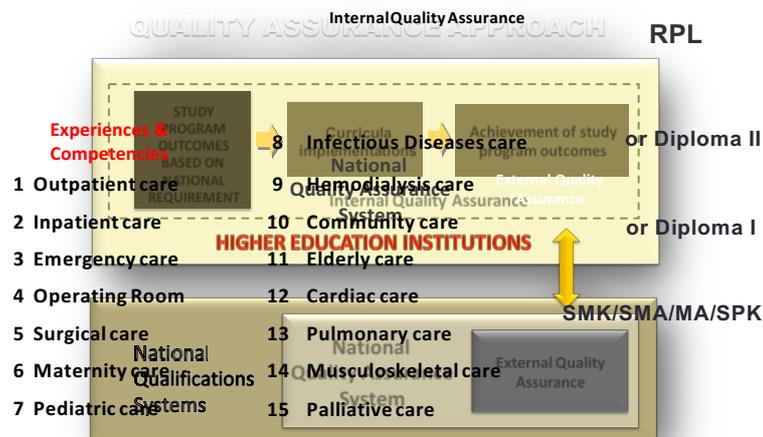

Figure B.3 Improvement of QA system from process and output based to outcome based quality assurance.

During the third FGD, there was another problem raised by MoRTHE and MoH regarding the need to upgrade at least 41,085 public servant nurses (source data: BKN, 04052015) with SPK, SMK, SMA, MA, D1, and D2 diploma to have a D3 diploma by the end of 2016. This need arises from the new regulation stipulated by Ministry of Health stating that all health workers should at least have D3 degree. The 41,085 person will be quadrupled when counting nursing staffs at private hospitals.
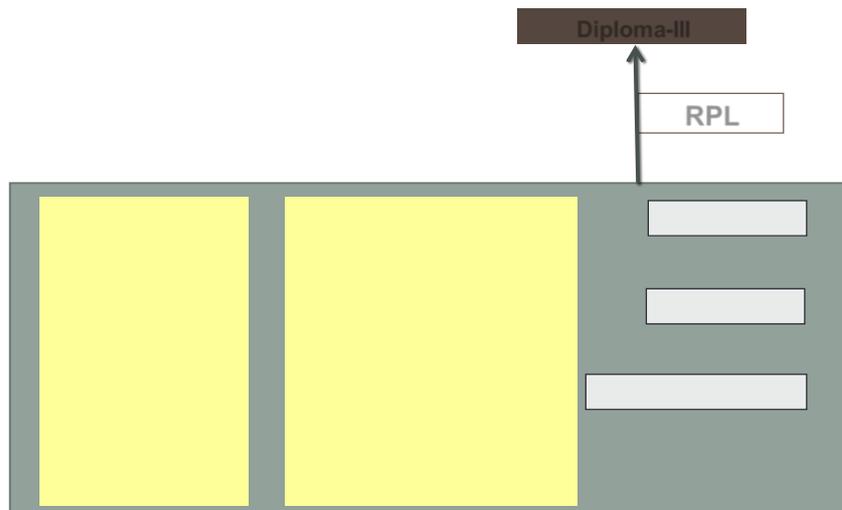
Figure B.3 Working place and expected relevant experiences owned by RPL perticipant

Therefore the agenda in the last nursing FGD was added with discussion on RPL strategy. Currently those nurses have already been working in a specific care units for years as shown in diagram B.4 such that they have specific competences on top of generic competences own by fresh graduates of D3 Nursing. Due to the scale of volume, the strategy should be directed to handle massive RPL participants. Discussion with DGLSA pointed to the need to conduct a competency exit exam (Uji Kompetensi) at D3 level for all participants as pre and post RPL. Ministries would like to have a gap competencies diagnose from the pre RPL and real achievement after RPL from the post RPL (Figure B.5).
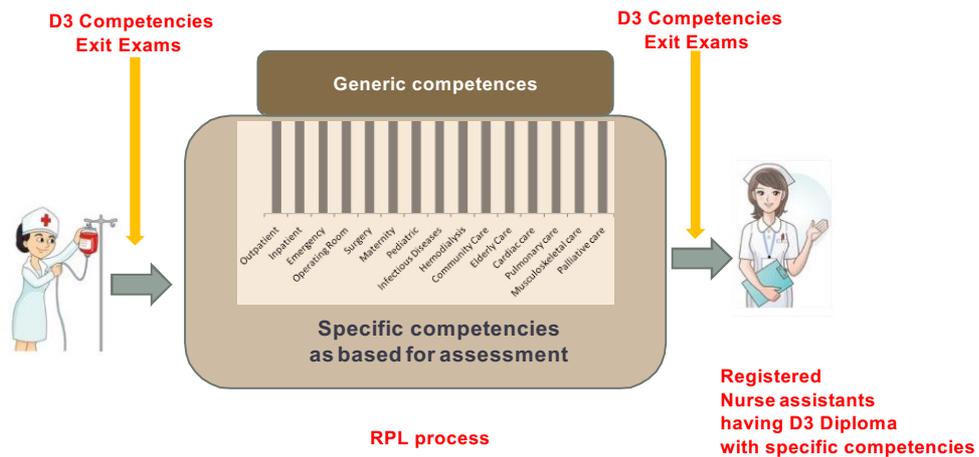
Figure B.5 RPL strategy for Nurse Assistant for gaining D3 Diploma

The assessment and credit exemption will be based on working experiences (specific competencies) at current occupation. There will be three courses will be given for all participants and will not be exempted, i.e. Regulation in the nursing sector, Code of Ethics, and latest development of nursing sciences, technology, and care. The awarded Diploma 3 will be accompanied by a diploma supplement stated that the participant having specific competencies for working only on specific types of care relevant to their experiences.

C. ACCOUNTING SECTOR

Accounting and Management are the two most favorite degree programs in business cluster, both in academic and vocational streams. At the end of 2013, there were 786 and 578 study programs in S1 Management and S1 Accounting respectively. The numbers is also held for vocational. D3 Accounting reaches 474 study programs whilst D3 Management is up to540 study programs, consisting of various specific management sectors, as illustrated in the following diagrams:

Figure C.1 Number of business study program in academic streams

Figure C.2 Number of D3 study program in Business
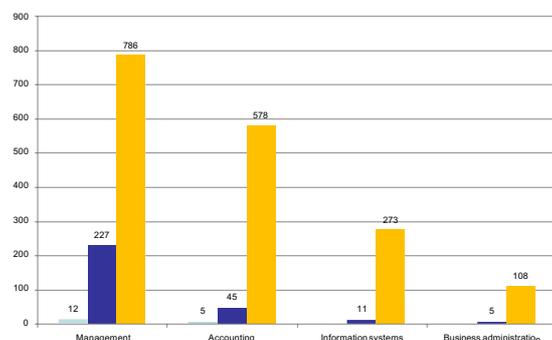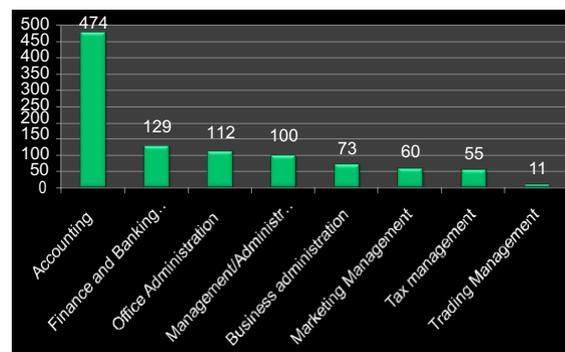
After 2013, in addition to common D3, S1, S2, and S3 degree programs, there are others accounting education providers at D1, D2, and D4 levels. In non-formal educations, there were at least two levels trainings in this area, catered by MoEC. With many levels of educations, providers both at MoRTHE, MoEC as well as MoMT tried to strengthen their existence by deriving job title accordingly. The following table shows names of job titles which are suited to the providers' needs.

Table C.1. National Standard on Work Competences (SKKNI) for vocational graduates in Accounting sector.

	Academic	Vocational	
2		SMK	Junior Accounting Technician
3		D1	PratamaAccounting Technician
4		D2	YoungAccounting Technician
5		D3	MiddleAccounting Technician
6	S1	D4	ExpertAccounting Technician

The SKKNI as well as job titles are made up to justify the existence of various vocational education levels in accounting sector. However the establishment seems lacking of demand analyses from user side. Discussion with corporate executives and government representatives disclosed that they are not aware of the existence of various vocational education levels and various job titles based on SKKNI. Most of users had D3 and S1 or S1 diplomas, such that they only place both degrees in the recruitment system. Both of successful D3 and S1 candidates are placed in the same entry level and undertaking the same assignment. Such condition reveals that D3 degree might be actually sufficient for entry level. The existence of abundant S1 graduates ready entering job places with the same salary and responsibility with D3 provides recruiters with wider selections. The condition clearly shows that demand analyses were not properly carried out by the providers.

The presence of various accounting educations was exacerbated by unclear learning outcomes that differentiate among them (see enclosure C1). There is no clear cut on working competences as well as knowledge comprehension among graduates from different levels. In enclosure C1, knowledge comprehension and working competence as part of SMK's and Training's learning outcomes are more comprehensive than the higher level program. Graduates from SMK (level 2 IQF) have similar competencies with D3 graduates (level 5 IQF). The Table C1 (enclosure) also shows difficulties of S2

and S3 providers outline their graduate learning outcomes. Demonstration of knowledge and skills that is at the most advanced, specialized level, and at the frontier of field that could result in the creation of new knowledge or practice is very difficult. The researches at master or doctoral level are very narrow to yield the development and testing of new theories and new solutions to resolve complex or abstract issues since most of research focuses on various case studies.
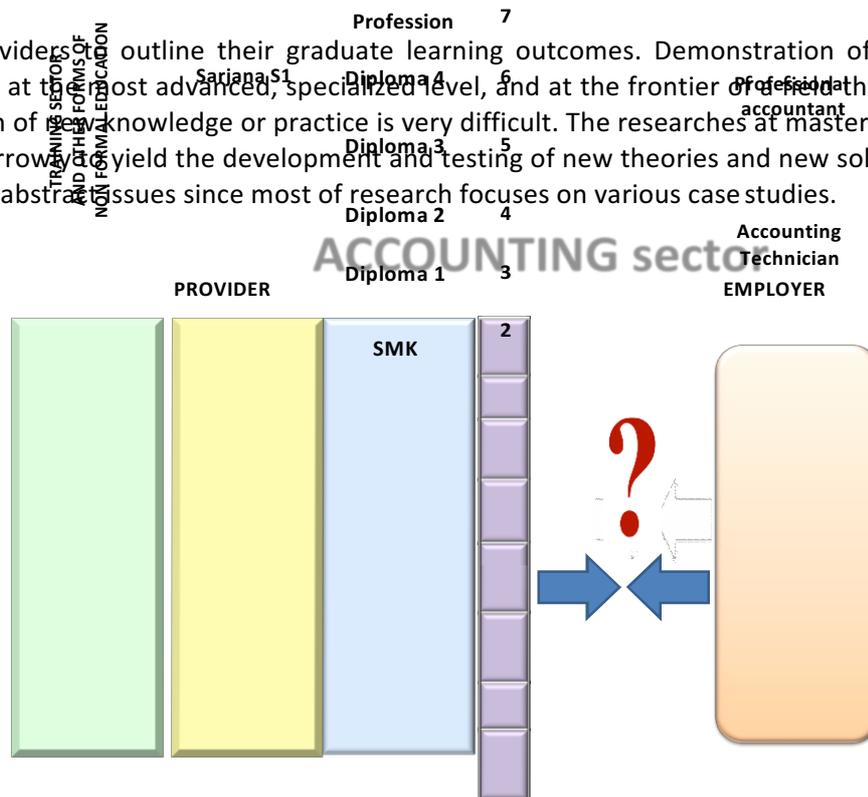

Figure C.3 Relevancy problem in Accounting Education Sectors

At the workshop, higher vocational education providers across the country struggling to make such distinction even though they tried to benchmark with international standard of accounting education provided by the *International Federation of Accountants* (IFAC). Finally, the presence of D4 program adding up another burden to the system since it is at the same IQF level and clearly shows that providers did not take the demand analyses in catering such program.

From two FGDs and a workshop, the identified problems can be illustrated in the figure C.3.

To solve this problem, intensive discussion among education providers with their relevant stakeholders were conducted. The main target of those discussions is to solicit inputs from stakeholders in regard to roles of graduates with different education background and to analyze the importance of conducting D4 accounting. The aforementioned strategy was conducted parallel with mapping competencies among various education types and levels.

There are three results resulted in FGDs.

The first is better picture of skilled labor demand by industries as follows:

a) For industries, the most significant levels of qualifications are professional accountant with certain professional certification (Certified Accountant) and Accounting Technician.
b) From education sector, professional accountants are yielded from accounting education at level 7 IQF. The accounting technician can be resulted from D3 (level 5 IQF) and S1 (level 6 IQF). Herein, differences of D3 and S1 are situated in the size of assignment as well as level of responsibility and autonomy.
c) SMK (level 2 IQF) is still needed for operator responsible in administering data, especially in small to medium business entity.

FGDs with large company such as Ernst Young pointed that in the beginning of recruitment processes, employers expect to see strong communication skills, numeracy, and team player. However, after two years of working, much higher technical competence, are highly valued by employers.(Source: Job Outlook 2015 - The National Association of Colleges and Employers (NACE)).

This result is in accord with competency studies carried out by Kaplan (Graduate Recruitment Report: Employer Perspectives, 2013)

Figure C.4 Required skills by employer (source: Presented by Mr. Ruddy Koesnadi at the Seminar: Accountant in AEC 2015, Empowering Accounting Education Across Asean22 April 2015

From the point of view of the stakeholders, candidates mostly failed at recruitment process in the area of:

- Technical questions (eg: Accounting Standards, Auditing, etc.)
- Fail to respond to behavioral questions
- Could not express himself clearly
- Inability to create summary report
- English proficiency

Then, **the second** output of these FGDs is improvement of learning outcomes descriptions by all relevant study programs. The improvement processes are still undergoing. Two drafts depict a better description of learning outcomes in accounting education sector are learning outcomes of D3 and S1 (see Enclosure C2 and C4). The learning outcomes of D3 referred to *Certified Accounting Technicians* (CAT) standards, *International Education Standard*, proficiency – Foundation whilst S1 referred to the *International Federation of Accountants (IFAC)*.

The emerging of D4 yielding a professional bachelor in accounting was intensively debated in the FGDs. A range of pro and contra arguments were discussed. Finally, forum agreed on three D4 program as follows: Public Sector, Syariah Finance, and Tax Accounting. This agreement contributes to **the third** output of FGDs.
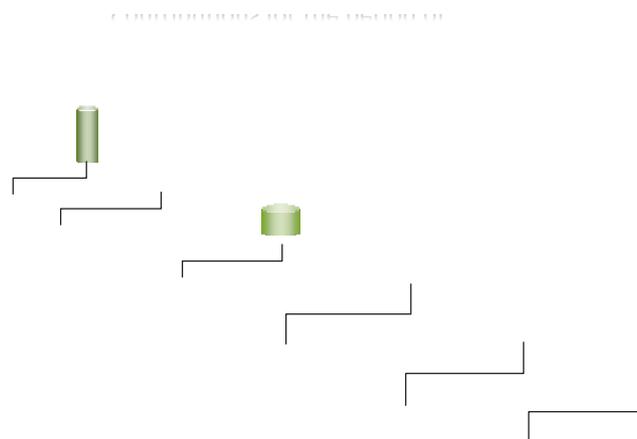
Figure C.5. Public sector accounting contribution 2000-2015 (Source: Dr. Arief Tri Hardiyanto, Ak., MBA, CMA, CCSA, CA., Public Sector Accountant Compartment, Indonesian Institute of Accountant)

The needs of public accounting technician is illustrated through the growing contribution from public sector accountant at the period 2000-2015 (Figure C.5)

List of specific competencies for the professional bachelor in public sector is as follows:

- be able to manage state/regional/public fund/budget Public Financial Management (for Central and LG)
- be able to prepare financial statement
- be able to audit in public sector (including: Government, Public Hospital, and Public University Accounting)
- be able to implement good governance and clean government (Government Internal Control System, Public Administration, Government System, Public Sector Management , and Good Government Governance)

Demand on specific accounting for handling Syariah Financial management is obvious, since Indonesia has the largest Moslem population in the world. Moslem society shows growing needs to implement Syariah economy.

Diagram C.5 shows demands of a more specific accounting technician due to expansion of corporate lines of business. The most significant demand is accounting for tax purposes. The learning outcomes of tax accounting is also resulted (see enclosure C.3).

Risk:
► Business process controls auditing
► Controls and process remediation
► Information systems security, controls and governance
► Real estate asset planning and optimization
► IT Risk

IT risk:
► IT risk management
► Application controls and security
► Information management and analysis

Business and indirect tax services:
► Annuities tax provisioning/ tax accounting calculations
► Business tax advisory
► Income tax compliance
► Customs and international trade advisory
► VAT/sales tax advisory and compliance

International tax services:
► Cross boarder corporate tax advisory
► Transfer pricing documentation and advisory
► Supply/distribution chain advisory

Human capital:
► Global mobility tax and administration services
► Global equity compensation planning and compliance
► Performance and rewards

Performance improvement:
► Finance and performance management
► Supply chain
► Customer
► Change management
► IT advisory

External audit:
► Audit of financial statements, statutory accounts and pension funds

Financial accounting advisory service:
► IFRS conversions and support
► IPO readiness
► Accounting support for due diligence services
► Accounting control / process support

Fraud investigation and dispute services:
► Marketing, sales and research compliance assessments and reviews
► Electronic discovery and document retention
► Government investigations
► Compliance gap analyses
► Internal fraud investigations
► Litigation and arbitration support
► Brand protection, counterfeiting, diversion and gray markets

Commercial and financial due diligence:
► Market and industry research
► Validation of strategic assessments
► Corporate strategy assessment
► Assessment of sustainable earnings
► Analysis of key revenue and cost drivers

Transactional integration:
► Synergies analysis and investment requirements
► Assess impact to forecast
► Assess integration challenges, risks and resolution strategies

Valuation:
► Business valuation services
► Tangible/intangible asset valuation services
► Accretion/dilution analysis

Circle diagram center: **Client relationships**; quadrants: Advisory, Assurance, Tax, Transaction; inner ring: Performance improvement, Financial accounting advisory service, Risk, IT risk, Fraud investigation and dispute services, Business and indirect tax services, International tax services, Human capital, Commercial and financial due diligence, Transactional integration, Valuation, External audit.

Advisory
Performance Improvement
Risk
IT

Tax
About Our Global Tax Services
Country Tax Advisory
Corporate Services
Cross Border Tax Advisory
Global Trade
Global Compliance and Reporting
Human Capital
Law
Private Client Services
Tax Accounting
Tax Performance Advisory
Tax Policy and Controversy
Transaction Tax
Transfer Pricing and Operating Model Effectiveness
VAT, GST and Other Sales Taxes

Transactions	Assurance	Specialty Services
Lead Advisory	About Assurance Services	China Overseas Investment Network
Restructuring	Accounting Compliance and Reporting	Climate Change and Sustainability Services
Divestiture Advisory Services	Climate Change and Sustainability Services	French Business Network
Operational Transaction Services	Financial Accounting Advisory Services	Global Business Network
Strategy Services	Financial Statement Audit	Japan Business Services
Transaction Support	Fraud Investigation & Dispute Services	Korea Business Services
Transaction Tax		
Valuation & Business Modelling		

Diagram C.5. Enrst &Young Line of Business (*www.ey.com***)**

Annex B: Report on RPL consultation questionnaire

General Information

In the course of Focus Development Group discussions (see Annex A for full details) it became evident that the level of awareness of RPL was rather limited in many areas. To explore this issue a small scale questionnaire survey was undertaken. The main objectives were to find out more about general perceptions concerning the implementation of both the IQF (Indonesian Qualification Framework) and RPL (Recognition of Prior Learning).

As time was limited, and as lecturers in higher education will be key people to be involved with RPL, they formed the primary target group for the survey. The questionnaires were distributed in July 2015 with the assistance of FDG contacts. In the future, it would may be useful to conduct a larger scale, similar exercise targeted at employers and potential RPL candidates.

The questionnaire was designed to explore respondents' perceptions regarding the implementation of RPL, the potential benefits of RPL for stakeholders and the main challenges they foresaw in its implementation. A total of 51 respondents participated in the questionnaire survey of which about 70% of which were lecturers in higher education institutions (Figure B1).
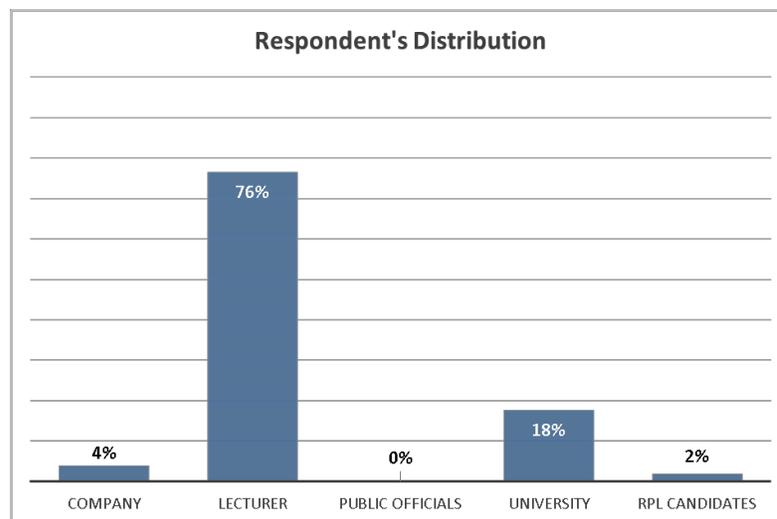
Figure B1. Respondent's distribution from 51 collected questionnaires

Only few respondents come from university (18%) and company (4%) representatives, but collecting 1 respondent (2%) from RPL candidate is interesting. Although the survey consists of a limited number of respondents and mainly from the higher education sector, the analysis provides an indicator of respondents awareness, concerns and needs in relation to the IQF and the potential of RPL.

Knowledge of the IQF and RPL

Since it was officially published in 2012 and 2013 through the Presidential Decree No. 8/2012 and the Ministerial Decree No. 73/2013 respectively, the IQF program has been widely disseminated in various seminars and focus group discussions within the MoRRHE remit. However, during the dissemination programs, the RPL aspect, as something new and developmental- especially for higher education- might have not been as thoroughly discussed. The questionnaire therefore sought to ascertain levels of awareness of both.

It is evident from Figure *B*2 that levels of awareness of the IQF in the group surveyed are high, with 88% defining themselves as 'already knowledgeable'. In contrast, just under half (47%) indicated that they were knowledgeable about RPL.
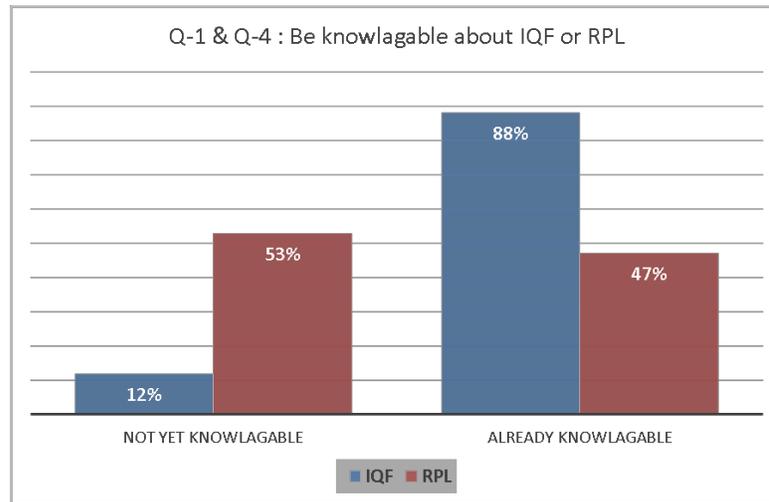

Figure B2. Comparison between respondents who have been knowledgeable about IQF and RPL programs

In relation with the IQF program, Figure *B*3 shows that the seminar/workshop activity is the most preferred media (72%) in comparison with the TV/Newspaper (11%) and Official Websites (17%). It implies that seminars/workshops may create effective communication, though it might be more costly, less area coverage, and more time consuming. On the other hand, it may also indicate that publications through TV/Newspaper and development of IQF/RPL website are inadequate and urgently required for widening the audience.
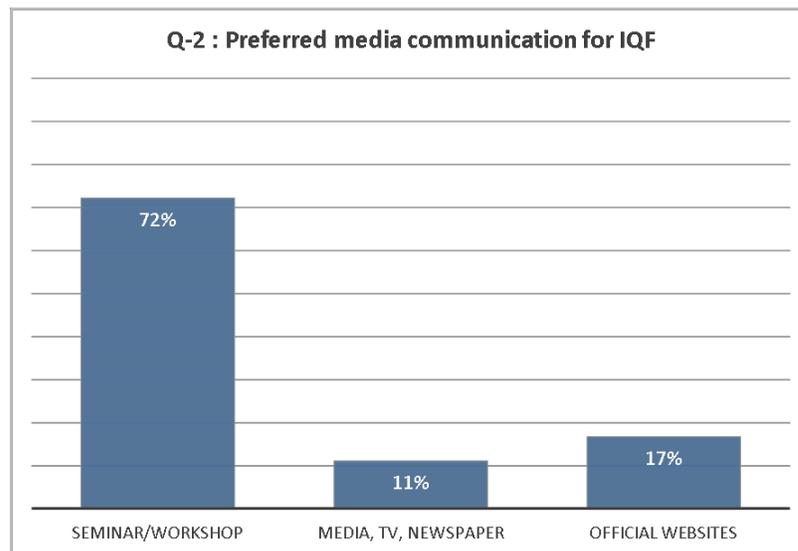
Figure B3. Preferred media communication to disseminate the IQF program

Similarly, for respondents who admit to have been knowledgeable to IQF and RPL, the acquired source of information were mainly obtained from seminar/workshops (see Figure *B*4). It is interesting however that quite high percentage (30%) of information on RPL was taken from official websites of the MoRTHE.
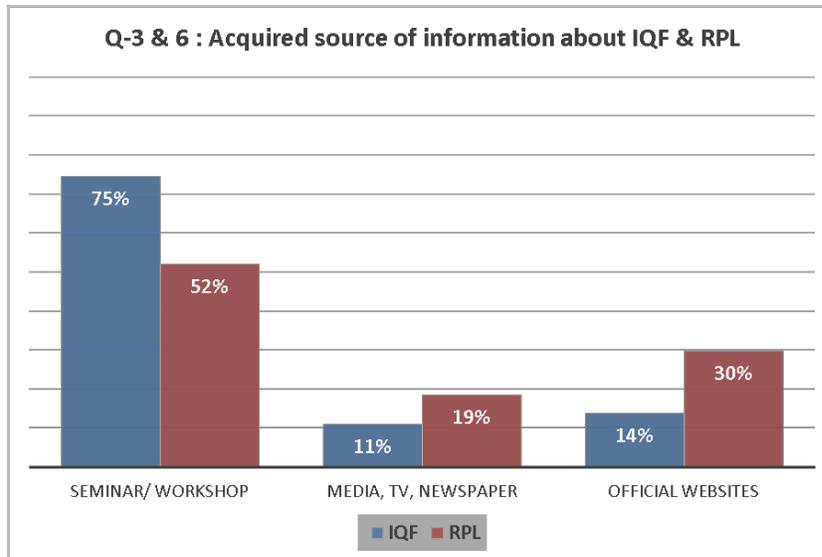
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Figure B4. Acquired source of information for IQF and RPL programs

In addition, almost all respondents (87%) reported that no recognition of prior learning opportunities are being offered in their institutions (Figure *B*5). Only 4 respondents mentioned they have such opportunities in their institutions. This indicates that recognition programs or 'RPL like programs' are not embedded in institutions. Although the RPL program has been mentioned in Law on National Education System in 2003 (UU No 30/2003), it has not yet been elaborated any further in the higher education context. The survey results therefore reinforce findings from the FGD about the need for a comprehensive, thorough approach to support the development and implementation of RPL.
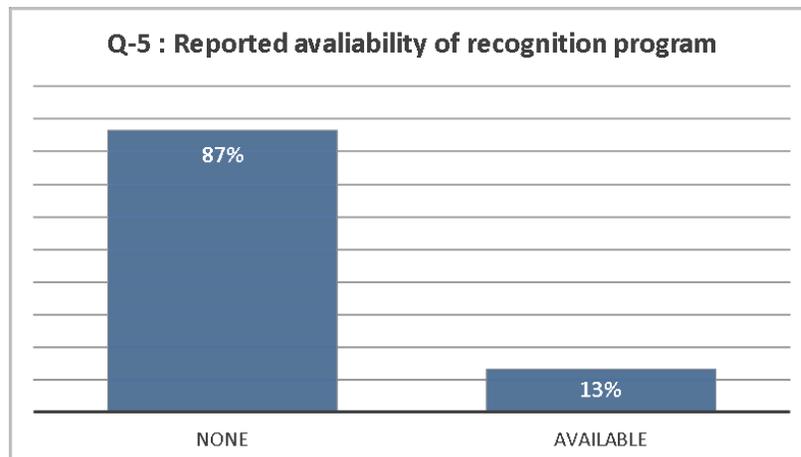

Figure B5. Reported availability of RPL opportunities in respondents' institutions

Required criteria in RPL implementation program

The questionnaire also requested the respondents to rank from the highest (most desirable) to the lowest (least desirable) 10 statements or criteria concerning steps which they thought might best support the future implementation program and procedures for RPL.

These statements are listed below in Table *B*1

Table-B1 Statements relating to importance of different measures in relation to implementation of RPL

Rank	Descriptions
#1	The government should synchronize regulations related RPL for developing and implementing the RPL program. (Q7-h)
#2	Synchronization between MoRTHE and MOE during the development and implementation of RPL is required in relating the formal to the informal and non-formal education systems. (Q7-i)
#3	The body or the education institution that organizes RPL program should hold an implementing mandate from the regulator (government) to ensure suitable quality criteria for RPL implementation. (Q7-a)
#4	The body or the education institution that organizes RPL program should develop assessor team at the institutional level to conduct assessment and scoring process towards the prior learning of applicants. (Q7-c)
#5	Government should stipulate funds for RPL organizers. (Q7-f)
#6	The RPL organizing body should own a website that easily accessed by users or community at large. (Q7-e)
#7	The body or the education institution that organizes RPL program should own and have conducted internal quality assurance system recognized by regulator (government), graduate users and professional associations. (Q7-b)
#8	It is required to develop a body at national level that provides consultation and carry out coordination among RPL organizers at the institutional level. (Q7-g)
#9	The body or the education institution that organizes RPL program should own human resources and means to carry out the necessary assessment or test to applicants. (Q7-d)
#10	A quality assurance system at national level is required to conduct periodic assessment to RPL organizers as external quality assurance. (Q7-j)

The Q-7 (Question No. 7) was intended to gauge the respondent's perceptions on RPL development criteria in a rank system from 1 to 10 from the most to the least important criteria respectively. However, due to respondent's misperception in answering the question, the analysis approach was adjusted as follows,

- all votes in each criteria was summed
- the highest number of votes in each criteria is selected as the first rank (#1) followed by the next highest number of votes as the second rank (#2) consecutively until the tenth rank (#10)
- if two criteria have the same highest number of votes then the criteria with higher total number of votes will be selected as the higher rank

Table 1 reveals analysis of all ten criteria given in Q-7 from which rank #1 to #10 are identified. The left column designates ten criteria listed in Q-7 with its related ranks in the adjacent column. The descriptions of each criteria for rank #1 to rank #10 can be seen in Table B2.

Some important considerations of the respondents on development aspects of RPL can be derived from Table 1 as follows,

- the respondents mostly concern with synchronization and association between government offices (e.g. MOM, MoRTHE) during the RPL development process in order to achieve appropriate regulations and procedures for RPL implementation program (see rank #1 and #2)
- the respondents perceive that formal mandate to RPL organizers is an important aspect in RPL implementation phase (rank #3)
- the respondents believe that RPL implementing bodies should be well equipped with various necessities such as assessor team, government funds, websites, internal quality assurance system, appropriate assessment or test equipment (rank #4, #5, #6, #7, #9)
- the respondents agree to establish a coordinating body at national level that orchestrates different institutions, needs and communication related to RPL program (rank #8 and #10)

Table-B2 Rank analysis for Q-7 (Question number 7)

Q-7	Rank	Questionnaire Criteria									
		1	2	3	4	5	6	7	8	9	10
a).	# 3	17	9	11	1	2	1	1	3	3	3
b).	# 7	14	10	7	6	5	1	1	4	1	2
c).	# 4	12	11	7	5	2	0	2	8	0	4
d).	# 9	13	10	10	2	2	2	5	4	0	3
e).	# 6	18	7	3	1	1	2	1	4	7	7
f).	# 5	15	9	4	2	1	2	1	4	6	7
g).	# 8	14	10	5	2	0	6	4	6	4	0
h).	# 1	27	8	5	3	0	0	0	3	1	4
i).	# 2	17	16	7	1	1	0	1	2	3	3
j).	# 10	18	7	6	5	4	2	1	3	0	5
Total number of votes		165	97	65	28	18	16	17	41	25	38

Foreseen benefits of RPL implementation program

Respondents were invited to rank a series of statements in relation to the perceived possible benefits of implementing RPL. These are presented in Table B3 below.

The same methodological adjustment as to Q-7 is conducted to analyze Q-8. as respondents were intended to value 6 (six) benefits of RPL listed by the questionnaire into a rank system, from rank #1 (the most important) to #6 (the least important).

Table B3. Descriptions of favorable benefits of RPL foreseen by the respondents in Q-8

Rank	Descriptions
#1	Widen access to higher education
#2	Improving public privilege or recognition
#3	Accelerating time for further study to learners in the formal education stream
#4	Accelerating career ladder upgrade in workplaces
#5	Reducing cost of education
#6	Other, e.g. Improve learning motivation for learners in the non-formal education stream; Acquiring time and resource efficiency for studying

Table B3 shows the accumulated number of votes and associated rank of questionnaire criteria given in Q-8, whereas Table B4 describes the most favorable (rank #1) to the least favorable (rank #6) benefits which are foreseen by the respondents.

Table B4. Potential benefits of implementing RPL (Q-8)

Q-8	Rank	Questionnaire Criteria					
		1	2	3	4	5	6
a).	# 3	21	13	12	2	2	1
b).	# 4	12	14	9	6	9	1
c).	# 2	14	20	4	6	6	1
d).	# 5	9	16	13	8	5	0
e).	# 1	24	14	7	4	2	0
f).	# 6	6	4	1	0	1	2
Total Number of Votes		86	81	46	26	25	5

Figure B6 shows the total numbers mentioning each factor. Overall the responses indicate that,

- the possibilities to get wider access to higher education and public recognition of prior learning are perceived as the most favorable benefits of the RPL (rank #1 and #2)
- the acceleration of time in the formal education and upgrading career in the workplace as well as reduction in cost of education are foreseen as less favorable factors of the RPL
- other benefits of RPL mentioned by some respondents such as improving learning motivation, time and resource efficiency in education received a small number of votes
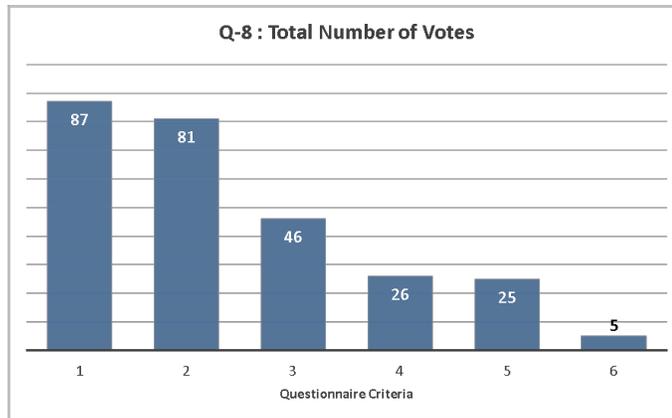
Figure B6. Perceived main benefits of RPL: Rank order of the total number of respondents

Utilization of international accreditation for RPL implementing body

As one important underlying rationale for the implementation of the IQF concerns international benchmarking and mobility, respondents were asked about the extent to which they also saw the internationalization dimension as being of significance.

Figure B7 shows that a majority of respondents (63%) believe in utilizing international accreditation to ensure quality of the RPL implementation program and just under a quarter (23%) did not view this as important. From discussions at the Focus development Groups there was some concern about international accreditation being costly, especially when it is applied at the local level.
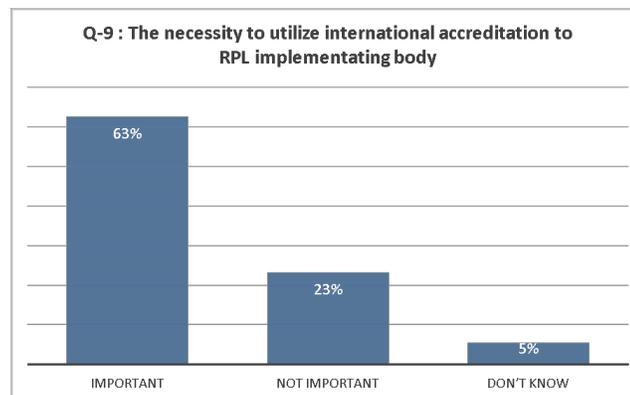
Figure B7. The respondent's feedback on the necessity to utilize international accreditation to RPL implementing body

Foreseen challenges implementing RPL

Respondents were invited to give their views on what they saw as being some of the key challenges in implementing RPL.
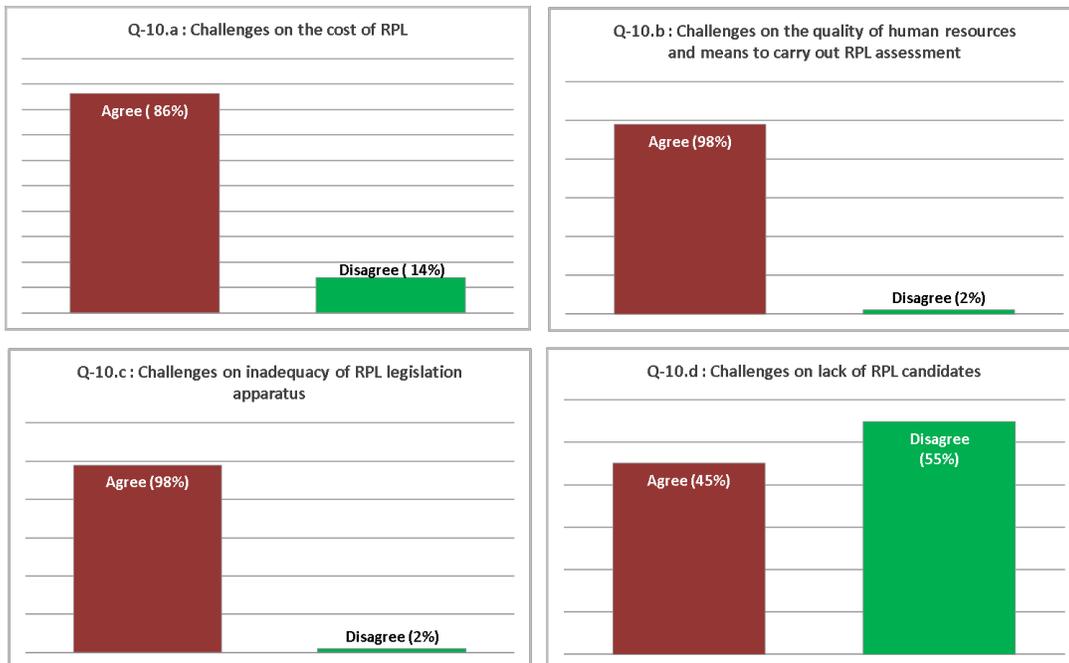
The suggested challenges listed in Q-10 were as follows,

a) Cost for implementing RPL program
b) Quality of human resources and means to carry out RPL program
c) Inadequacy of RPL regulation apparatus

d) Lack of RPL candidates
e) Quality disparity between RPL implementing institutions
f) Form and status of the RPL implementing body
g) Dissimilarity of assessment system and method or recognition procedure between RPL implementing institutions

The followings summarize the respondents' responses,

- Almost all respondents believe that implementation of RPL program will encounter the suggested challenges except for the predicted lack of RPL candidates in the future.

- More respondents (55% - Q-10.d) believe that RPL candidates will be substantial in comparison with those (45%) who are pessimistic about the number of RPL candidates.

- Careful considerations should be taken into account during the development of RPL program since the many respondents judge that a number of weaknesses such as quality of human resources (Q-10.b), quality disparity and dissimilarity assessment system or method (Q-10.e and g) may occur among RPL implementing institutions.

- Concerns on the cost of RPL and inadequacy of RPL regulation apparatus need considerable attention in the development of RPL opportunities.
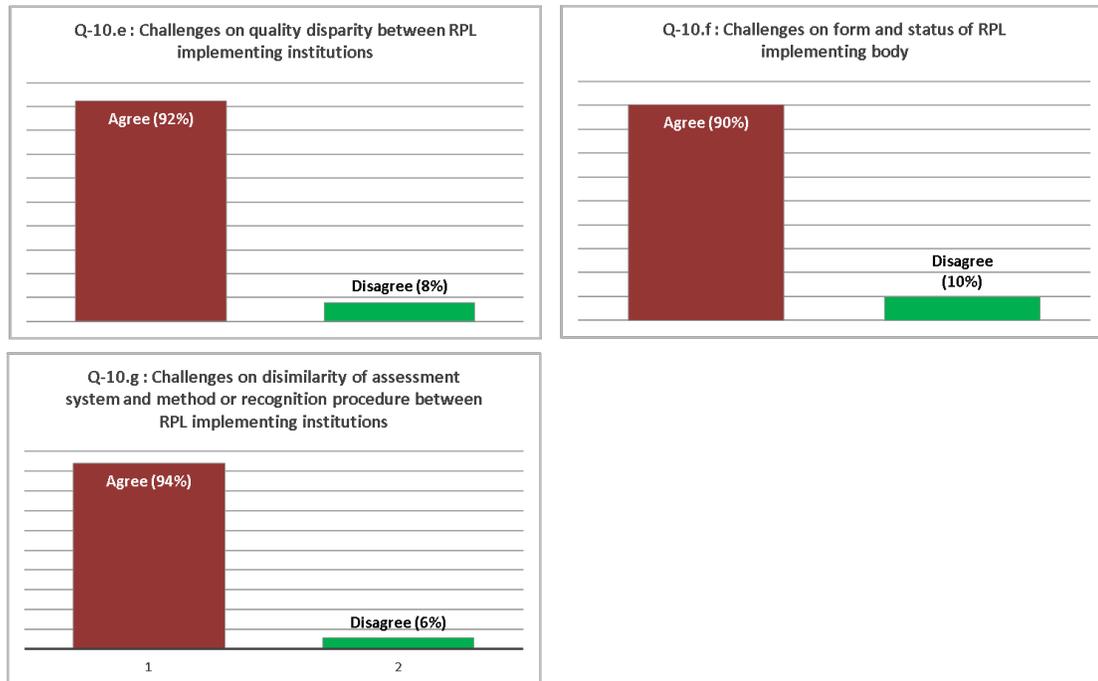

Q-10.a : Challenges on the cost of RPL

Agree (86%)

Disagree (14%)

Q-10.b : Challenges on the quality of human resources and means to carry out RPL assessment

Agree (98%)

Disagree (2%)

Q-10.c : Challenges on inadequacy of RPL legislation apparatus

Agree (98%)

Disagree (2%)

Q-10.d : Challenges on lack of RPL candidates

Disagree (55%)

Agree (45%)

Figure B8. Respondent's feedback concerning the projected challenges listed in Q-10

Conclusions

Overall, the questionnaire has been successfully conducted and received an acceptable number of responses for this initial analysis. Nonetheless, a wider audience is strongly recommended- in particular employers- in order to achieve more rigorous conclusions and recommendations as a development basis of RPL program.

In conclusion, taking account of the limitations outlined above, the findings of the survey, are suggestive of the following steps.

- There is a need for more intensive and extensive dissemination of RPL concepts and targets, particularly through either seminars or workshops.

- The roles of Government and national policy are crucial in various aspects of RPL development and implementation programs. For example, providing synchronized legislation between the various concerned government institutions and agencies, providing mandates to RPL implementing bodies, establishing a coordinating body at national level, instigating quality assurance at both national and international levels. In this respect, the proposed IQF Board is an important part of this process.

- A number of potential benefits of RPL are identified, particularly in relation to widening access to higher education and improving public recognition and status of prior leaning gained from different sources.

- International accreditation is perceived to be an important factor in maintaining quality of the RPL implementation program. For efficiency, this can, and should, be tied into 'mainstream' quality assurance and quality control systems at national, regional and institutional levels.

- A number of considerations, in particular, inadequate levels of experience point to the need for a major human resource development program in order to address important issues such as quality disparity and expertise in assessment.

Annex C: Report on study trip to Hong Kong

24-28 November 2014

Introduction

The Hong Kong Qualification Framework was launched to promote lifelong learning and enhance the workforce competitiveness, by providing a seven-level hierarchy in a unitary system covering qualifications in the academic, vocational and continuing education sectors. The implementation of QF is carried out by the Hong Kong Qualification Framework Secretariat, which was established in 2008, under the Education Bureau of the Government of the Hong Kong Special Administrative Region.

In addition to the QF, the Indonesian delegation also visited the Hong Kong Council for Accreditation of Academic and Vocational Qualifications (HKCAAVQ). The HKCAAVQ was established in 2008 as an independent statutory body to provide authoritative advice on academic standards of degree programs in higher education institutions in Hong Kong. It provides quality assurance and assessment services to education and training institutions, course providers and the general public. In addition to its statutory roles, the HKCAAVQ also provides advisory and consultancy services in education qualifications and standards to government bureau and other organizations in Hong Kong and the Asia-Pacific region.

Hong Kong is perhaps one of the earliest countries in Asia that has developed and implemented the Qualifications Framework (QF). Due to its dependence on international trade, Hong Kong considers QF as very central in supporting its economic development. The advanced implementation stage of Hong Kong QF is also supported with comprehensive and complete documentation written and published in English.

Due to the political deadlock that involves student demonstration, the study team initially planned to postpone the visit to 2015. But the HKQF Secretariat invited the study team to participate in the HKQF conference on "*Qualifications across boundaries: perspective of Hong Kong qualifications framework and European qualifications framework*" held on 26 November 2014. It suggested for the study team to schedule the visit according to the conference schedule. The study team decided to accept the invitation and conducted the visit on 25-27 November 2014, by combining the visit to the HKQF Secretariat and HKCAAVQ with the participation in the HKQF conference.

Despite the continuing student demonstration that blocked all access to the government buildings and offices (the following picture), the study team have successfully entered the building and conducted various meetings and conference by walking through.

The members of the Indonesian delegation are,

> Bagyo Y. Moeliodihardjo, team leader and higher education expert
> Megawati Santoso, qualification framework expert
> Sumarna F. Abdurahman, vocational education expert
> Nursyamsiah Asharini, DLSA – DGHE
> Hudiyo Firmanto, KKNI team, DLSA – DGHE
> Muchtar Aziz, Ministry of Manpower
> Reina Setiawan, Bina Nusantara University
> Yanti, Bina Nusantara University

HKQF Conference

The HKQF conference chose "Qualifications across boundaries: Perspective of Hong Kong qualifications framework and European qualifications framework" as its theme. The conference aims to provide a forum to share best practices in QF development, especially in the context of global trend of developing national and regional QF to support lifelong learning and to enhance transferability and mobility of qualifications through referencing or alignment among countries or regions.

Plenary session

The conference was formally open by Mr Eddie NG, the Secretary of the Education, the Hong Kong Special Administrative Region Government.

The first keynote presentation by Mr Brian Lo, the Deputy Secretary of Education, highlighted development of HKQF and its milestones, as well as its collaboration with the European Qualifications Framework (EQF). The achievement elaborated among others are the QA framework, competency standards for training and HRM, RPL mechanism, the use of standardized award titles and QF credit, promulgation of the policy and principles for credit accumulation and transfer (CAT).

The second keynote presentation by Mr Koen Nomden, the Head of Sector of Skills and Qualification Recognition Tools – EC, highlighted the EQF as a meta framework referenced by the NQFs, referencing procedures, and the criteria stipulated by the EC. It elaborated the mechanism in dealing with QA, learning outcomes, credits, and validation of non formal as well as informal learning. It also presented the future challenges of EQF.

International development of QF

A roundtable session was conducted providing opportunity for the representatives from different countries to present their NQF system, and shared the benefits, risks, and possible challenges of aligning KHQF and EQF. The countries represented in this session are Latvia, Poland, Luxembourg, UK, Ireland, New Zealand, Hong Kong, and the European Union.

One of the issues discussed is the different terminology used in international collaborations: aligning and referencing. The term "aligning" is used for bilateral cooperation, whereby the 2 countries involved have to adjust themselves to be able to cooperate. The term "referencing" is used for multilateral cooperation, whereby an agreed upon regional reference is used by the cooperating countries as a reference.

Parallel sessions

Rethinking education and training

Dr Mike Coles addressed 3 profound questions in education. The first is why we need to rethink education and training. The second is whether the infrastructure of education and training always being reformed and improved. The third and the last is whether the education and training system, qualification systems and the institutions that support the systems, can still be a barrier to lifelong learning. Based on the OECD study in 2004, the policy on lifelong learning needs to take into account many emerging aspects, such as the diverse forms of learning organization, new routes and pathways, outcome based learning, and validation and recognition of the achievement. All these illustrate the importance of QF in supporting the national policy, coordinated reforms, international benchmarking, stakeholder engagement, and more flexible learning careers.

Prof. Hau Kit-tai addressed the issue of massification of higher education in Hong Kong, which currently reaching 70% participation and keeps increasing. However only 23% received government subsidy and the rest has to rely on student tuition to survive. MOOC becomes one of the proposed solutions, hence, requires more flexible pathways and relaxed recognition system. As academic degree lost its differentiation power, the professional certification becomes more important for employer to differentiate job seekers. Therefore the government attention to the regulation on certification is necessary.

Although both presentations addressed some issues that relevant to the Indonesian context, the discussion session failed to find solutions that could universally implementable. The dichotomy between generic and specific skills, between the quality of traditional and distance learning, and between academic and vocational is some of issues relevant to Indonesia.

Integrating QA and QF to improve education and training

All three presenters outlined the significant importance of a robust quality assurance system to ensure that qualifications can be accepted, trusted, and cross the boundaries. In more specific:

Dr. Brian Maguire, - Head of Qualifications Services, Quality and Qualifications Ireland, focused on QA system reviews in conjunction with EQF implementation across European Union. There are two QA systems applied, i.e. Bologna Process Based for QA in higher education and Copenhagen Process Based for QA in Vocational Education and Training.

Professor Lee Keng-Mun,Executive Director HKCAAVQ, mostly focused in elaborating HKQA system that covers higher education and VET sectors. The HKCAAVQ only governs the VET sectors whilst all higher education institutionsundergo self accreditation pathways due to their statutory.

Professor Mile Dzelalija,University of Split, Croatia, provided more practical example of QA in EU countries, particularly the QA criteria and agencies for undertaking the QF-EHEA – The Qualifications Framework of the European Higher Education Area.

Similar to Indonesia, QA is implemented based on evidence-based, transparent, and objective peer review on the threshold standards. Differed from Indonesian, QA systems in EU and Hong Kong are voluntary based. Nonetheless, funding incentives, quality awareness, and societies' trust on the QA results are the driving force for institutions to apply the external QA audits or assessment. To build the trust, involvement of independent assessors is endorsed. Hong Kong in particular, involves international experts as external assessors. In selecting the international panel, a comprehensive and merit based recruitment and evaluation methods are endorsed. This condition is not applicable for

Indonesia with 22,036 degree programs managed by 4,233 higher education institutions (Data- PDPT 2014).

Hence, there presenters emphasized the importance of a QA system that based on qualifications or learning outcomes achievements, as illustrated in the following picture:
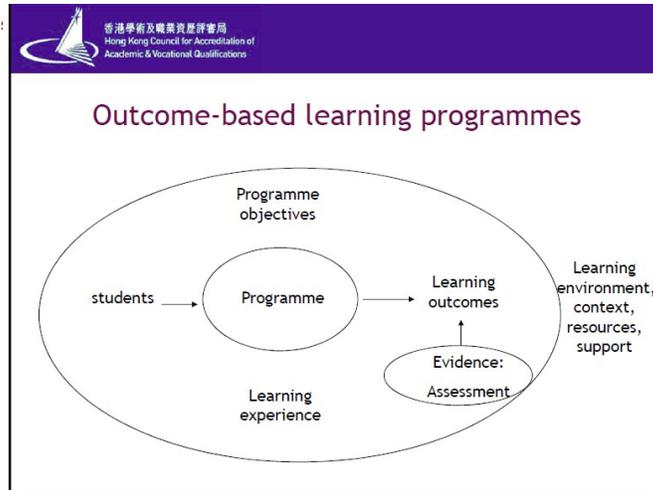
This mechanism matches with our proposal to shift the existing quality assurance agencies towards assessment measure and procedure that taking description of learning outcomes specified in each relevant qualification level of IQF into account. This approach is expected to maintain the existing system and procedure of all external quality agencies but synchronized and equalized by imposing IQF into the assessment measure and procedure of each quality assurance agency. (Inception report page 8). The proposed mechanism is illustrated in the following diagrams:
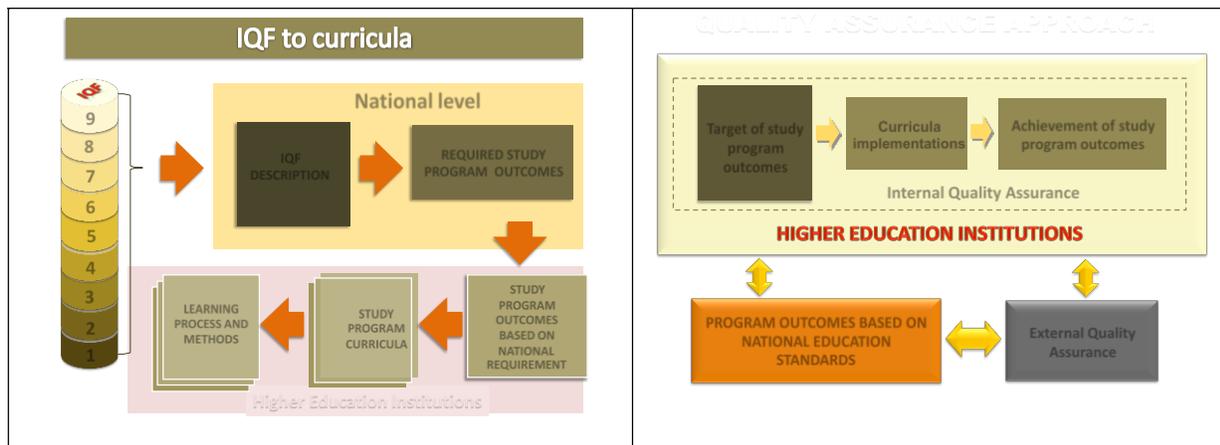
Five important issues regarding this QA are:

- QA should reflect the QF that values all learning mechanism, provides transparent and accountable learning outcomes.
- Although the qualifications are recognized against individuals, the QA is imposed on the program operators based on the assumption that if the operators can show evidence on quality program delivery, they will produce qualified human resources accordingly. This assumption is not entirely valid but is still adopted due to limited resources and method.

- There is no clear cut in determining level of learning outcomes according to the framework description. Therefore the best judgment or best fit in mechanism is usually applied.
- Independency is one of fundamental criteria in undertaking the QA. In all cases presented, the external examiners even international assessors are involved. This mechanism draws an expensive resources. For Indonesian QA system, the independency will be outlined using tracer studies involving users of graduates. Then, the questionnaire should represent an assessment towards learning outcomes achievement. The external quality assurance will determine the samples' size.
- The voluntary versus mandatory based QA.

Promoting mobility between higher education and VET

Dr Bryan Maguire elaborated the historical background of EQF, starting with voluntary participation to the Bologna commitment launched in 1999. QA is closely linked with QF since it assures the achievement of the stated learning outcomes. The QA should be basically an internal mechanism, covering the aspects of policy for quality assurance; design and approval of programs; student – centered learning, teaching and assessment; student admission, progression, recognition and certification; teaching staff; learning resources and student support; information management; public information; on-going monitoring and periodic review of programs, and cyclical external quality assurance. He also put forward arising issues, such as whether the review of EQAVET bring it closer to the HE model; whether the national systems of VET too diverse to bring about the similarity of structure found in HE; and whether trust can be increased even if diversity of QA systems remains.

Dr Lawrence Chan (Deputy Executive Director, Vocational Training Council, HKSAR) addressed the issue of students' bias interest to study in higher education rather than in vocational education, despite the possibility to enhance the qualification level from different pathways. Shorter time required to acquire level-6 qualification after obtaining a bachelor degree is found as the main reason. Actually level 6 can also be reached through VET education after a certain periods of working experience and further training. As an alternative solution, he proposed a vocational baccalaureate program as an attractive alternative for secondary school students who aspire to pursue university education but are not interested in academic education, which is similar to *Diploma 4* (D4) in the Indonesian education system.

Conference conclusion

The objective of EQF is to create a common reference framework and to improve the transparency of qualification among European countries. The implementation of EQF varies among countries: 18 countries at an operational stage (7 countries are fully operational) and 9 countries indicate EQF levels on certificates.

In Ireland, the QF is 10 levels and used for quality assurance of education, curriculum design, RPL, employer workforce development and private & public sector job recruitment.

Hong Kong Qualifications Framework (HKQF)

The session with the Qualification Frameworks Secretariat (QFS) and the Hong Kong Accreditation of Academic and Vocational Qualification (HJKAAVQ) were conducted on 27 November 2014. The following sections elaborated the discussion and the information acquired during those sessions.

Qualifications Framework Secretariat (QFS)

The HKQF is a policy initiative of HKSAR in May 2008, accompanied by the establishment of the HKCAAVQ. It has dual objectives, namely to establish a platform to support lifelong learning, and to

enhance quality, capability, and competitiveness of the local workforce. The QF covers both the academic, vocational, and continuing education sectors under a unitary framework.

Figure-1: The Hong Kong Qualification Framework

The QFS is a unit under the Education Bureau of the HKSAR, and currently led by a General Manager supportedby 25 full time staff. It was set up by the EDB in June 2009, to serve as its executive arm to implement and promote the HKQF.The formulation of policy, strategy and direction of the development of the HKQF is under the ambit of the Education Bureau (EDB).The commitment of HKSAR to implement QF is demonstrated among others by the allocation of HK$ 10 million per year to support the operational cost of QFS, and HK$ 1 billion to establish an endowment fund.

The main features of HKQF are, 7 levels of generic learning descriptors, standardized award titles, QF credit values, quality assurance as a prerequisite, qualifications register, and voluntary basis. The Generic Learning Descriptor (GLD) covers four domains: Knowledge and intelectual skills; Processes; Application,autonomy and accountability; and Communication, IT and numeracy. Qualification register (QR) is web based containing information of QF recognized courses (currently more than 8000), i.e. level and credit rated, standardized award titles, validity period, and quality assured. One QF credit is defined as 10 notional learning hours, covering all modes of learning.

In the Hong Kong context, the vocational pathway does not have qualification above level 6, as illustrated in figure-1, whilst in the Indonesian context the vocational path could go as high as level 9 (the highest).

Industry Training Advisory Committees (ITACs) are set up in industry basis to serve as a platform for stakeholders to implement QF. Each ITAC comprises representatives from employers, employees, and professional as well as regulatory bodies. Its main responsibility is to define the competency requirements and standards for occupations, and draw up the specification of competency standards (SCS). Twenty industrial sectors are currently fully participated in implementing the HKQF. The distribution of these sectors is very diverse and unstructured, as illustrated in table-1.

Considering Hong Kong as the most important trade hub in Asia, it seems that not all major industries have agreed to implement QF, e.g. accountants and construction engineers. Learning this fact for   the

Indonesian context, decrees and regulations issued could encourage implementation, but at the end the market will decide whether a QF is implemented or not in a particular sector.

Table-1: Sectors participated in the ITAC

1	Automotive	11	Testing, inspection, and certification
2	Hairdresser	12	Import export
3	Chinese catering	13	Banking
4	Printing and publishing	14	Beauty
5	Security services	15	Jewellery
6	Human resource management	16	Information and communication technology
7	Elderly care service	17	Electrical and mechanical services
8	Manufacturing technology	18	Property management
9	Insurance	19	Logistics
10	Retail	20	Watch and clock

Education and training providers play an important role in bridging the gap between the competency requirements of employers and skill level of employees. Through specially designed education and training courses, education and training providers help transfer knowledge and skills to learners and bring the skill level of learners up to the standards required of the industries, as specified in the SCSs developed by relevants ITACs. SCS provides a basis for education and training providers to design courses that best suit the need of the industries. The providers are therefore strongly encouraged to offer SCS-based Courses in accordance with the Qualification Guidelines issues by the EDB. Education and training providers also play an important role in facilitating the progression of learners through the provision of articulation courses, bite size learning, admission of verified prior learning and transfer of credits.

HKCAAVQ

The HKCAAVQ was established on 5 May 2004, exactly on the same date as the establishment of the QFS. It illustrates the HKSAR's commitment to synergize the two organizations. Only programs that have been accredited by the HKCAAVQ could apply to QFS to be listed in the QR. Although the Academic Accreditation (HKCAA) had been in place since 1990 to accredit the non self accrediting institutions, the ordinance establishing the HKCAAVQ in 2004 marked the commitment of HKSAR to fully integrate the QA within the QF. The HKCAAVQ comprises maximum of 21 national and international members, appointed by the Chief Executive of the HKSAR. International members should be between 4 and 7. As a statutory body, HKCAAVQ is an independent institution and self funded, currently supported by approximately 100 staff members.

The responsibility of HKCAAVQ is limited to assess programs and institutions outside the Hong Kong UGC funded institutions. Institutions under the UGC's auspice, called university, are statutory bodies and given autonomy as self accrediting institutions.

Recognition of Prior Learning (RPL)

In addition to accreditation process, the HKCAAVQ is also responsible to conduct the Recognition of Prior Learning (RPL) mechanism. RPL particularly benefits experienced industry practitioners without formal qualifications, practitioners pursuing industry based qualifications for further study or employment, employers recruiting capable candidates, and industries for sustainable development. This is intended to grant the workers an admission ticket for attending further training program to improve their qualification. Currently RPL mechanism is applicable for level-1 to level-4 of the HKQF, involving 11,000 RPL holders from 9 industrial sectors and over 20,000 statements of attainment have been issued.

Table-2: Industries participated in RPL mechanism

1	Printing and publishing	6	Jewellery
2	Automotive	7	Property management
3	Hairdresser	8	Logistics
4	Chinese catering	9	Beauty
5	Watch and clock		

For each joining industry, in the first 5 year transition RPL for level 1 to 3 could be attained through verification of documents only, whilst RPL for level 4 should be attained through assessment. After the transition period, all RPL should be attained through assessment process, and verification of documents is a prerequisite for assessment. In order to encourage workers to take the qualification, the government provides subsidy (75% of the assessment cost) for those who pass the assessment. For those who failed in the assessment, they are encouraged to take QF-recognized courses and retake the assessment process (25% of the cost is reimbursable if they passed).

Final conclusion and lessons learned for the IQF development

The following points reflect the final conclusion and lessons drawn from the study visit.

a) Full implementation of NQF requires a strong commitment from the stakeholders, particularly the government and the relevant industrial sectors. In the case of Hong Kong, even with a strong support and commitment from the HKSAR, after 10 years of implementation the HKQF has been fully implemented in less than 50% of its workforce. Taking into account the Hong Kong economy that is very open and depend on international trade that is supposed to become a very strong driver for HKQF implementation, the achievement could be considered as modest.

b) The development of competency standards has to involve stakeholders, particularly the users and employers. Such strategy will ensure that the implementation is suuported by the stakeholders. The gradual approach by first building up trust from the stakeholders is also demonstrated by the implementation of RPL only up to level-4.

c) The choice to provide an independent legal status with full autonomy to the HKCAAVQ, and put the QFS as a unit under the Education Bureau of HKSAR, is an interesting policy decision. It reminds the study team to the recent policy decision taken by the Australian government, who just revoked the independency of the AQF by putting it back under the government's Ministerial Council.

d) The development of QF that has been carried out in Indonesia is already on the right track. The initial initiative was mostly taken by the higher education sector, and now is considered timely to be more inclusive by involving more relevant stakeholders. The Hong Kong experience of involving the stakeholders throughout the entire process of development is worthy to be adopted.

e) The conference provides a good opportunity for participants from different countries and institutions to exchange information, sharing problems and solutions, as well as develop networks. Nevertheless such event is less appropriate for finding solutions that require more in depth analytical works.

Itinerary of the Hong Kong study visit

Monday, 24 November   **Travel from Jakarta to Hong Kong**

Tuesday, 25 November   **Education Bureau of the Hong Kong SAR**

Ms Pecvin Yong, Principal Assistant Secretary for Education
Mr Patrick Pang, General Manager – HKQF
Mr Anthony Chan Tung-shan, Project coordinator
Mr Steve Lai, Senior Manager HKQF

Wednesday, 26 November   **HKQF Conference**

Mr Eddie NG Hak-kim, Secretary of Education
Mr Brian Lo, Deputy Secretary of Education
Mr Koen Nomden, Head of Sector skills and qualification recognition tools
   Directorate General for Employment, social affairs and inclusion,
   European Commission
Dr Mike Coles, Qualification System expert, UK
Prof Hau Kit-tai, Pro Vice Chancellor - The Chinese University of HK
Mr Jos Noesen, Pedagoue, Ministry of Education – Luxembourg
Dr Bryan Maguire, Head of Qualification Services, Ireland
Prof William Lee Keng-mun, Executive Director, HKCAAVQ
Prof Ewa Chmielecka, Education Policy Unit – Warsaw School of Economics
Prof Mile Dzelalija, University of Split – Croatia
Dr Lawrence Chan, Deputy Executive Director – Vocational training council
Ms Baiba Ramina, Director of academic information center – Latvia

Thursday, 27 November   **HKQF Secretariat**

Mr Steve Lai, Senior Manager
Ms Peggy Wong, Manager
Mr Raymond Wong, Assistant Manager
Ms Ka Wing Fung, Senior Manager

RPL Office

Ms Polly Lau Suet Lin, Project manager

HKCAAVQ

Prof William Lee Keng-mun, Executive Director
Ms Dorty Kristoffersen, Deputy Executive Director (Academic)
Mr Robert Fearnside, Deputy Executive Director (Vocational)
Dr Bryan Maguire
Mr Koen Nomden
Mr Jos Noesen
Prof Ewa Chmielecka
Prof Mile Dzelalija
Ms Baiba Ramina

Friday, 28 November   **Travel back from Hong Kong to Jakarta**

Annex D: Report on study visit to Ireland and England

May 9-16, 2015

Introduction

The Government of Republic of Indonesia (represented by the Ministry of Education and Culture, the Ministry of Religious Affairs, and the Ministry of National Development Planning / Bappenas), the Australian Agency for International Development (AusAID), the European Union (EU), and the Asian Development Bank (ADB) have established the Analytical and Capacity Development Partnership (ACDP) as a facility to promote policy dialogue and institutional as well as organizational reform of the education sector to underpin policy implementation and help reduce disparities in provincial and district education performance. Within this context, the ACDP commissions a study team to conduct the study for supporting the development of the Indonesian Qualification Framework.

The development objectives of this study are to contribute towards achieving nationalmedium to long term socio-economic goals by supporting efforts to improve the quality,efficiency, relevance and competiveness of national education and skills formation through theestablishment of an Indonesian Qualification Framework (IQF) and associated systems andcapacity.Specifically, this study aims to contribute towards [ACDP 2014],

    f) improved qualifications which better meet the needs of the labormarket;
    g) consistent standards for education / training providers and qualityassurance;
    h) improvedaccess to information for prospective students, employers, and otherstakeholders;
    i) flexible pathways through the education and training system for lifelong learning;and
    j) international recognition of Indonesian qualifications in the context of increased mobility of labor and competition between country's education and training systems.

Considering that the Indonesian Qualifications Framework (IQF) is a new modality for Indonesia, it is would be necessary to facilitate a comparative study to countries as Ireland and England that have exhaustively implemented the qualifications framework. This document presents the report of the study visit.

Objectives

The study team intends to learn the following points in the study trip,

- Strategy on involving the stakeholders in the process and disseminating information of NQF implementation to the public at large.
- Road map of national qualifications framework (NQF) implementation and sustainable development, including its Legal status, governance, and funding scheme;
- Quality assurance system based on qualifications including development, establishment, registration, and assessment of qualifications (particularly the assessment of degree program outcomes;
- Identify mechanisms which might be relevant for Indonesia
- for supporting examples of innovative good practice.
- RPL system and industries (or other stakeholders) involvement; consistingof
    a) development of the RPL system (policy, regulation, guidelines, and SOP in implementing RPL;
    b) development of RPL implementation strategy and plausible organization for managing RPL system at national level;
    c) development of RPL implementation strategy at higher education level including scheme development, guide to the assessment process, developing assessment tools, assessor qualification, and documentation; and
    d) the RPL quality assurance system.

Members of the delegation

The composition of the Indonesian delegation was designed to provide as much as possible exposure to the relevant stakeholders. The study trip was participated by the following members,

a) Mr. Subandi Sardjoko, Director of Education – Ministry of National Development Planning / National Planning Agency (Bappenas);

b) Ms. Retno Rahayu Sunarni, Directorate General of Learning and Student Affairs - Ministry of Research, Technology, and Higher Education;

c) Mr. Endrotomo, Institute of Technology of Sepuluh Nopember – Surabaya;

d) Mr. Widijanto S. Nugroho, Secretary of the Board of Higher Education – Ministry of Research, Technology, and Higher Education;

e) Mr. Soedarmono Soejitno, Secretary of the Independent Accreditation Agency for Health in Higher Education; and

f) Mr. Bagyo Y. Moeliodihardjo, expert in Higher Education, Team Leader of the Study Team.

The program presented in the appendix received full assistance and facilitation from Professor Maria Slowey, the international expert on Recognition of Prior Learning in the team. The initial plan for the Scottish Qualification Framework Council to join us in Dublin or London for a discussion session failed to materialize.

Ireland

The Republic of Ireland adopts an open economic system, which very much depends on international trade and access to other countries' markets. Such a system requires a strong link between the education sector, the labor market, and different sectors of industry. For these reasons,Ireland was one of the countries which decided at an early stage to develop and implement a qualification framework. Its leading role in this regard has been recognized at an international and European levels- as is evidenced, for example, by the fact that the Chief Executive of QQI (Quality and Qualifications Ireland) has for some years also served as the Chair of the Board of the European Qualifications Framework (EQF) and the senior official from the Department of Education and Skills (DES) responsible for this area in Ireland is also Chair of the relevant European Bologna Process Committee.

The Qualification (Education and Training) Act was enacted as early as 1999, and followed up with intensive consultation, research, and development. The National Qualification Framework was launched in 2003, with systems of awards introduced for higher education and trainingin 2004, and for vocational (Further Education and Training) educationin 2006. In 2012 the Quality Assurance (Education and Training) Act was enacted and the Quality and Qualifications Ireland (QQI) was established.

The NQF Ireland is a 10 levels qualification, demonstrating the coherence of quality assurance, recognition of prior learning, national skills strategy, workforce development, and job recruitment. (Diagram attached, mapped onto the European Qualifications Framework). There are four institutions involved in awarding qualifications, namely the Quality and Qualification Ireland (QQI), the State Examination Commission (SEC) under the Department of Education and Skills, Dublin Institute of Technology, and the seven universities.

The strong link between the education sector and the labor market makes the Irish system of particular interest for examination. The fully integrated qualifications system with quality assurance systems in Ireland, covering vocational education and higher education, is a particularly important and interesting aspect. Targeted funding has also been used to support innovative work and sharing of good practice- for example, in connecting education with work-based learning and RPL.
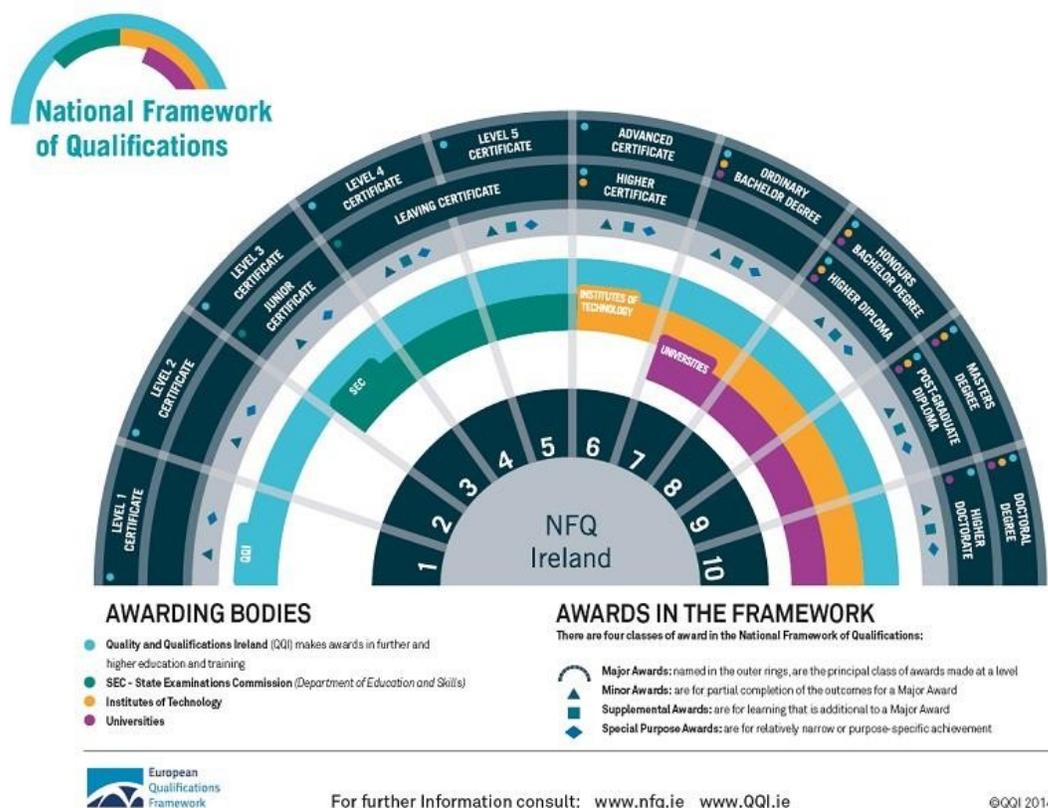
Although a small system, Irish higher education is also interesting to the extent that over a comparatively short period of time (15 years or so) it has grown from a relatively low base to combine innovation with a strong research output and recognition in international rankings. For example: in terms of younger universities (under 50 years of age) 3 Irish universities are in the Times Higher Education Global Young Universities Top 100 institutions, and 1 is in the QS Global top 50. In overall global rankings, Ireland has1 university in the Global QS Top 100, and 2 in the THES Global Top 150.

Quality and Qualification of Ireland

The Quality and Qualification of Ireland (QQI) was represented by its CEO, Dr Padraig Walsh. He is also the President of European Association of Quality Assurance. The second session was presented by Ms Niamh Lenehan, the Manager of the Qualification Recognition. It was then followed by a session by Dr Bryan Maguire, the Head of Qualification Service. The excerpt of the discussion session is presented in the following section.

a) QQI is a state agency under the auspice of the Department of Education and Skills. It was established in November 2012 following the amalgamation of the following 4 bodies,

> i.   Further Education and Training Awards Council,
> ii.   Higher Education and Training Awards Council,
> iii. National Qualification Authority of Ireland, and
> iv.   Irish University Quality Board.

QQI has assumed all functions of those bodies in addition to new functions to develop. QQI will develop an International Education Mark for providers of education and training programs to international students and will establish a database of programs and qualifications. QQI is expected to be able to bring coherence between qualifications and quality assurance in further

and higher education and training, build on the successes of the legacy bodies, and promote public confidence and trust.

b) The implementation of NQF is very much affected by the economic situation, particularly the supply and demand of workers. For example, in the period of economic boom, many construction workers do not possess the proper qualifications as required by the NQF. But after the economic crisis in 2008, they became the first batch to be laid off.

During the economic boom Ireland experienced a demographic change due to the influx of workers from EU countries. The new citizens required certification based on their prior working experiences as well as recognition of their previous learning experiences in their previous education. The NQF has served well such needs with its systematic qualification system.

c) Dr Walsh also explained the scheme of "apprenticeship", which is an important element in the Irish education, even before the NQF was introduced. Apprenticeship is an alternating education scheme between college and workplace, whereby the degree is awarded by the QQI. In order to participate in such program, students are required to pay tuition.

An apprenticeship council was established under the QQI to oversee the programs to ensure that all programs comply with the NQF. Apprenticeship scheme was popular among vocational fields such as accounting and nursing. Instead of taking a full time course work in the college and earn degree, students tend to choose concurrent in-service education program, allowing them to alternate between college and work place. The degree is awarded by the QQI. In recent years, however, the profession of accounting and nursing are becoming more academic and requires more college works before eligible to enter the profession.

d) Although QQI is a state agency, it could charge fees in conducting certification process. Around 50% of its budget comes from such revenue, whilst the remaining comes from the government budget allocation. QQI awards around 150,000 certificates annually, and supported by 70 full time staff.

e) Ms Niamh Lenehan demonstrated the ENIC-NARIC system. The system allows individuals from around the world to directly interact with the QQI, either for finding information, applying for recognition, or other specific purposes.

f) Dr Bryan Maguire explained the principles of NQF and RPL, as well as its QA function. Universities are self accrediting institutions that accreditation is not applicable to them. Institutes of technology and other private providers are required to comply with the standards and qualifications published by the QQI.

In carrying out its role as a QA agency, QQI also conducts "meta evaluation" for universities. It evaluates and reviews the QA mechanisms and procedures, and produces reports and recommendations. All reports and recommendations are publicly available to assure accountability and transparency.

Ministry of Education's Inspector

The discussion was held with Ms. Margaret Condon, the Assistan Chief Inspector in the Department of Education and Skills. The Department of Education and Skills is under the control of the Minister for Education and Skills, and the department is in charge of policy, funding and direction. There are other important organizations involved in the Irish Education System, such as the Quality and Qualifications Ireland (QQI), the Higher Education Authority, and there are many other statutory and non-statutory bodies that have various functions in its education system. The following is the excerpt of the discussion session.

a)   It is interesting to note that the aim of the early education in Ireland focused on being creative, working with others and the education program embedded key skills within the subject taught to the students. As explained by Ms. Condon, the Irish education system consists of primary level, second level, third level, and further education. Relevant to the observation that we made to learn more from the kind of skill training being conducted before a learner enter the higher education, it is explained that the curriculum followed for the primary level i.e. up tp 12 years of age, is a child-centered curriculum allowing for flexibility in timetabling and teaching methods. It is noted that education in Ireland is compulsory for children from the ages of 6 to 16 or until learners have completed three tears of second level education. The majority of learners will transfer to second level education when they have completed the full primary level course, which is at about the age of 12.

b)   The second level education area covers secondary schools, vocational schools, community schools, and comprehensive schools. These schools, although vary from a distinctive historical context, and have a different ownership and management structures, are State funded and follow the same state prescribed curriculum, as well as take the same State public examinations. The second level education consists of the Junior Cycle (for the age of 12 to 15), and the Senior Cycle (for the age of 16 to 18). The Junior Cycle education concentrates on providing skills so learners can manage information and their thinking. It builds on the education received at the primary level education and by the end of the three years study, learners will write the Junior Certificate Examination.

c)   For the second level education, learners can also take the Transition Year (for learners ages 15 or 16), which is mandatory is some schools, but may be optional in other schools. The nature of activities in the Transition Year may range from work place experience placements, project work, international trips/exchanges, up to activities like creative writing, enter competions in science, public speaking, and many others. The idea of the Transition Year is to allow learners to mature, engage in selfdirected learning, epxlore career options, and be able to choose subjects for the Senior Cycle. However, the Transition Year is designed in such a way that it will not academically disadvantaged learners in continuing their study in the Senior Cycle whenever learners decide not to take the Transition Year.

d)   The Senior Cycle further builds the skills and knowledge of learners attained in the Junior Cycle and at the end of this cycle, learners will write the Leaving Certificate Examination (at the age of 17 to 19) before they can continue to the third level education. It is noted that a great deal of public attention is focused on the Leaving Certificate Examination due to entry to the third level of education also depends on the results achieved by learners at the exam for the Leaving Certificate. The third level education in Ireland mostly conducted by universities, institutes of technology, and colleges of education. Most third level education institutions are supported very

substantially by the State. The statistics in 2007 indicate that the vast majority of students in Ireland continue from the lower lever to the senior level, with only around 12.3% leaving the education system after writing the Junior Certificate Examination.

Irish Universities Association

The visiting delegation was hosted by Mr. Lewis Purser, Director of Academic Affairs; and Ms Sinead Lucey the Head of International Office of the Irish University Association (IUA).The following is the excerpt of the discussion.

a)   The IUA is an independent company established by the 7 Ireland universities. It was established during the process of development of the NQF, whereby the 7 universities could be more effectively represented as one organization in dealing with the issue.

b)   Although qualitative assessment has been an integral part of learning process in universities, standardized and systematic procedure in assessment is relative a new approach for most, whereby learning outcomes have to be defined upfront.

c)   RPL is particularly considered as costly for universities.

Higher Education Authority

The session with the Higher Education Authority (HEA) was conducted as a working dinner in the Shelbourne Hotel - Dublin. HEA was represented by Mr. Tom Boland, the Chief Executive; Mr. Fergal Costello, the Head of System Governance; and Mr. Muiris O'Connor, the Head of Policy and Planning. The following points illustrate the issues discussed.

a)   HEA is an intermediary body between universities and the Ministry of Education. One of its main functions is to protect universities from direct political influence of the government. The national policy in higher education is set by the Minister of Education, and the HEA implements it through budget allocation. Budget allocation for universities is carried out through various schemes, e.g. formula driven, competitive (for example strategic initiative grant), and performance based.

b)   Before the passing of the Universities Act 1997, Irish unversities operated with substantial independence according to their charters and statutes, while the disbursement of public funding to the universities is the responsibility of HEA. Since the passing of the Act, the relationship between universities and the State has the codification outlined in the Act. The codification includes the objects of universities, the composition of Governing Authorities and Academic Councils and matters concerning the staffing and finances.

c)   Ireland has experienced an economic crisis since 2008 that the budget for higher education has been significantly reduced. Compared with pre crisis budget, the current student staff ratio is increased, budget per student is decreased, and staff salary is reduced by 20%.

d)   Although Ireland did not have a national strategy in higher education until 2012, the university operation was mostly not affected. The recognition was represented among others by its respected place in the world university rank. It also reflects that the institutional autonomy provided to universities had been effectively flourished innovation and quality improvement. In 2012 a consensus was reached to develop a 25-year national higher education strategy. A national strategy is needed for synergizing the development effort with the country's economic national strategy, particularly after the economic crisis in 2008. The diverse roles of   universities

and higher education institutions is indicated in the National Strategy for Higher Education to 2030.

e) The most serious challenge for the Irish education is the increasing demand for education due to the inbound immigration of younger population. In addition to the increasing demand for resources, the requirement to accommodate more plural cultural background will also be significant.

Dublin City University

Vice President Office

In the opening session the visiting delegation met with Mr Trevor Holmes, the Vice President for external affairs and Mr Paul Smith, the Head of the International Office. Mr Holmes explained that the Dublin City University (DCU) is a relatively young institution compared to other institutions in Ireland, as it was only established in 1989. However it is rated as the top 50 among higher education institutions established less than 50 years ago by the THES in 2014.

Following the session with the Vice President, the visiting delegation conducted a series of sessions with various DCU's officers. The following sections describe the issues discussed in those sessions.

Quality promotion

Dr Sarah Ingle, the Director of Quality Promotion Office (QPO), described the function and responsibilities of the DCU's Quality Promotion Office. The following points illustrate the issues discussed.

a) The QPO's objective is to promote, support, and facilitate continuous improvement and enhancement activities across academic and support areas throughout the DCU. QPO reports to the Quality Promotion Committee, which is chaired by the Deputy President. The Committee has 22 members, including one student representative. The student representative is the Vice President for Welfare of the Student Union. He/she is on leave status and paid by the CPO to carry out his/her tasks as a member of the Committee for one year term.

b) The quality assurance at the DCU include all internal activities dealing with quality assurance within the academic program itself, assessment and evaluation by the QPO, and external evaluation under the QQI.

Teaching and learning

Dr William Kelly, the Dean of Teaching and Learning, explained the process of introducing the learning outcome in the DCU. The following is the excerpt of the discussion session.

a) In most cases academics do not have difficulties in defining the outcome of the course they teach after receiving some training. Learning outcomes of a course could be best understood by a matrix of outcomes and subjects / topics. The matrix allows any, even a layman in the subject, to assess whether the materials taught are in accordance with the learning outcome initially set.

b) One of the important elements in the process of defining the learning outcome is to align the test or assessment with the learning outcome. There many cases whereby a test or assessment instrument failed when it is aligned to the learning outcome.

c) Learning outcome is considered as critical in assuring that quality standards are met in the learning process at DCU.

Business school

Prof Marann Byrne, representing the Business School, conducted a discussion session with the visiting delegation during tea break, and the following is the excerpt of the discussion session.

a) Accounting was previously considered as a vocational training that most students did not aim to earn university degree, and choose to enter the profession through apprenticeship scheme. Almost all aimed to eventually acquire certification of Chartered Accountant. Therefore there is no direct correlation between academic degrees with the job titles available in the job market.

b) In the last decade however, due to the increase of business complexity and sophistication, the situation has changed that most employers require at least bachelor degree to enter the profession. But the competencies required by the profession are more generic than specific accounting. Many employers lump together university graduates from different disciplines in the selection test. It means that the requirement is more for generic competencies such as attitude, leadership, analytical and communication skills, or good work ethics.

Internship Office (INTRA)

The DCU Internship Office is managing the internship program for students while they are working on their academic program in the university. The office has been established for more than 25 years ago, and in the development process of this office, DCU also learned from similar setting done by Canadian Universities, such as, the University of Waterloo, Ontario-Canada, that has similiar Co-op program for its students. The following section illustrates the issues discussed.

a) The program is an Integrated Training, hence the name INTRA, offering employers an ample opportunity to link their bussiness with DCU students with specialized skills, motivation, energy and new ideas of young people. The students will learn from the real work place setting while bringing their skills and energy into the business setting allowing employers to assess and identify potential future talent of workers trained by DCU.

b) DCU students registering for INTRA internships will have to do an internship for a specified duration as part of the academic courses that they are taking at DCU. It is noted that the INTRA internships are compulsory element of many degree programs in DCU and it must be completed as part of the graduation requirement.

c) The office manages the process of linking employers with relevant student groups across a range of discipline such as Mathematics, Computer Science or Computing, Science, Engineering, Business, Journalism and many others. The office facilitates the professional development of students and provides guidance in things like strong CV writing, getting the best of a work interview, and working effectively during an internship period in the employer organization. Students are facilitated through presentation, seminars, group work, and even one-to-one support as part of supporting their professional development.

d) The office actively manages the communication with employers in regular manner in Dublin, Ireland, and also parts of Europe to ensure that various requirements in the work setting and the academic setting can be met accordingly.

School of Nursing and Human Sciences

In the last session of the visit to DCU, Dr Anne Matthews, the Head of School of Nursing and Human Sciences explained the RPL for nursing study programs. The following is the excerpts of the discussion.

a) A few years ago, due to new Bachelor degree requirement for Nurse's profession, nurses without such qualification had to be re-educated. Assessment was carried out to evaluate whether the individual experiences could be recognized as credits leading to Bachelor degree in Nursing. As all nurses had acquired the necessary requirement, the RPL process had stopped around a decade ago.

b) RPL assessment was implemented softly by considering participants' long period of absence from formal training. Most participants have extensive clinical field experiences in overseas countries, such as Africa and Asia.

c) At the undergraduate level it offers the Bachelor of Nursing Theory which is a top-up degree to be taken for one year.

d) The postgraduate program for nursing, health and social care professionals offers a part-time, flexible, multidisciplinary learning experience. It provides a flexible range of option modules;

career relevant pathways; tripartite model of learning with partnership among DCU academic supervision - Royal College of Surgeons in Ireland - Teaching hospitals; and an established network of practice supervisors. The program provides a framework for specific awards at MSc level at Level 9 on the NQF. Students have the option to exit their program with a Graduate Diploma after 18 months.

Dublin Institute of Technology

Although formally established as the Dublin Institute of Technology (DIT) in 1992, this institution has been existed as an educational institute since 1887. DIT is a resemblance of 6 independent colleges before they were amalgamated into a single institute of technology. It currently serves around 10,000 full time students. As an institute of technology, its relationship with the stakeholders is critically important. Around half of its lecturers were employed by the industries, and close relationship with employers is well maintained.

The visiting delegation was hosted by Dr Robert Flood, Head of the International Office; Dr Ralf Burbach, Head of Hospitality Management Discipline; and an RPL expert: Dr Ann Murphy.

Hospitality management

The following section summarizes the explanation provided by Dr Ralf Burbach.

a) Study programs for Hospitality Management at DIT adopt a "step-ladder" approach starting from a 2 years part-time study for Level 6 Higher Certificate. Graduates can then apply to gain entry into the final year of the BA (Ordinary) in Hospitality Management Part-time and BA (Ord) in Hospitality Management Full-time at Level 7. The final selection of candidates for places on the course will be made on the basis of Leaving Certificate results (or equivalent) and experience in the hospitality industry.

b) Places may be offered to mature students who meet certain criteria in respect of age, suitability and experience to-date in the hospitality industry. Transferees from other courses will also be

considered. Exemptions may be given in specific modules based on Recognition of Prior Learning, on a case by case basis.

c) Students who have reached the appropriate standards at Level 7 may have access to the one year BSc (Honours)in Hospitality Management (add-on) at Level 8. Students will be selected on the basis of their academic results. Final selection may involve an interview.

d) Students who have reached the appropriate honours standard have access to MSc in Hospitality Management at Level 9. Applications will be assessed based on candidates' academic grades and may also take into account applicants' work/life experience. Applicants may also be required to attend for interviews. Students may also apply for an exit award after completing a third or two-thirds of the program successfully. If students decide to exit the program they may receive a postgraduate certificate or a postgraduate diploma respectively.

Recognition of Prior Learning

Dr Ann Murphy is considered as the leading expert in recognition of prior learning. In this session the visiting delegation had the opportunity listen to her presentation and had a fruitful discussion with her. The following points illustrate the issue raised in the session.

The DIT's guideline for staff in implementing RPL titled "RPL matters in DIT: Policy and Practice guide for DIT staff" is available online. The guideline describes comprehensively the principles, policy, mechanism, and procedure for implementing RPL in DIT.

Trinity college Dublin

The Trinity College Dublin,established in 1592, is the oldest higher education institution in Ireland. The visiting delegation was hosted by Dr Juliette Hussy, the Vice President for Global Relations; Ms Roisin Smith, the Quality Officer; and Mr Ronan Hodson, International Office. The session covered the following points.

a) The learning outcome and quality culture have been introduced and developed since the Bologna agreement was signed by the EU member countries. In order to comply with the agreement, higher education institutions have to implement learning-outcome based process. The process of introducing and implementing it has begun in the early 2000 and is   still

continuing until today. Currently only a very small number of courses have not implementing learning outcome

b) To develop sustainable quality culture, the Quality Office periodically conducts program review. It also has to comply with the requirement to conduct external review every 7 years.

c) RPL is conducted according to the specific needs of a program, that non uniform process is acceptable. Nevertheless the Quality Office required that the process refer to the quality standards set by the university.

England

Taking the opportunity to be in the region, we also visited the Institute of Education – UCL, quality Assurance Agency, and the Middlesex University. England has a long history of implementing quality assurance for its higher education as well as vocational education, and all UK members states developed their QA system with reference to the England system. The Institute of Education as well as the Middlesex University has a good record in implementing workbased learning.

Institute of Education – UCL

The Institute of Education – University College of London (IOE-UCL) is rated as the top (rank-1) school of education by the THES. The discussion session was led by Prof. Andrew Brown, Pro Director Academic Development; Dr Mike Winter, the Director of International Office; Dr Christine Han, Head of Program; and Prof. Paul Grainger, Department of Lifelong Learning and comparative education. The following illustrate the salient issues discussed.

a) IOE was established in 1902 and initially had a main responsibility to prepare schools teachers. However in the last few decades demography was changed, and the demand for new teachers has been significantly decreased. IOE has since shifted its focus more on research, and offers its services to the global market.

Currently IOE provides assistance to several countries, including Singapore. Dr Winter explains its experiences in conducting policy research in Singapore, whereby the relevance of education for the labour market is considered as central.

b) Considering the diversity of fields and stage of development, it is not commendable to use a rigid and over specified national qualification framework. The NQF should be developed to be used as a reference instead of inflexible standards. In many cases the employers appreciate more soft skills rather than specific skills. The only exception is perhaps for fields with a single employer market, such as the health sector, i.e. medical doctor and nurse. Therefore the learning outcome should also move away from specific to more generic statements.

Quality Assurance Agency

Quality Assurance Agency for Higher Education (QAA) is an independent body entrusted with monitoring, and advising on, standards and quality in UK higher education. The visiting delegation was hosted by Mr Ian Kimber, Director of Quality Development; Ms Harriet Barnes, Assistant Director for standards, quality, and enhancement; and Mr Fabriozio Trifiro, International adviser. The following section describes the issues discussed.

a) Although supported by the government allocated fund through HEFCE, QAA could collect fees from institutions it reviews. It also evaluates and monitors student loan, covering 2.2 million students. Considering its wide national coverage and responsibilities, currently 174 staff are working under QAA.

b) QAA does not have any legislation or formal regulations for its activities. Therefore QAA has to work with providers of UK higher education to check that they meet UK-wide expectations regarding academic standards, the quality of learning opportunities, and the information they provide about their higher education.

c) In carrying out its functions, QAA evaluates institutions against the Quality Code. The term "code" is used, instead of "standards" due to the lack of legislation or formal regulation. It reflects a fundamental principle that the quality enhancement relies on the internal mechanism within the institution itself. In conducting the institutional review, the panel includes student representative as a member.

The recommendations within the QAA review reports are designed to help providers address potentially problematic issues before they become serious. However, sometimes it will happen that students, staff or other parties have concerns about a provider that they believe require

investigation. Where such concerns indicate serious systemic or procedural problems, QAA will investigate them in detail through its concerns procedure.

d) QAA limits its responsibility to institutional review, and allowing program review becomes the responsibility of individual institution. This strategy reflects its position in respecting the autonomy of university in assuring quality.

Middlesex University

Middlesex University (MDX) is located in Hendon, north London, it offers a wide variety of programs with strong emphasize on graduate employment. Using open learning technology and 3 overseas campuses, it serves around 15,000 students globally, in addition to its 25,000 students. The visiting delegation was received by Prof Anna Kyprianou, Dean of Business School; Prof Carol Costly, Director of the institute of Work based Learning; Dr Mike Wing, Registrar; Dr Myra Perry, International partnership; and Dr Kate Douglas, Director of Employment. The following illustrate issues discussed in the session.

a) RPL assessment is carried out on case by case basis. In converting older and employed students, various different schemes have to be implemented. In many cases articulating their work experiences is perhaps the most difficult task for students who are in their mid career.

b) Higher Education Funding Council for England (HEFCE) allocates government fund through a formula based on student numbers, whilst a significant proportion of students at MDX is part time. Since calculating FTE for part time students is difficult and complex, in most cases they are charged with full cost fees.

c) Except in specific sectors, most employers have little concern over using qualification framework as recruitment criteria.

Conclusion and recommendations

The following points reflect our conclusion and recommendations based on the study visit.

a) Quality assurance is an inseparable part of the qualification framework (QF), and an essential part in implementing it. QF is about implementing standards and accountability that quality culture should be developed within each institution. Standards cannot be ensured only by measuring the achievement against the promised outcome the end of the process, but needs to be developed, maintained, and measured along the entire process. QA is very critical to develop trust and confidence of the awarding institutions. Therefore it is recommended to implement a consistent national policy for developing quality culture within each institution by providing a systematic technical assistance as well as incentive to encourage institutions to consistently implement it.

A periodic review reporting policy must be developed allowing instutions to report their progress according to the maturity level of their system, avoiding a cookie cutter approach in requiring the institutions reports back their development in implementing the quality system. It is learned that as part of a quality process review, in the context of higher education institutions, students may need to be asked on what they are experiencing during their study reflecting the quality of the education that they receive.

b) Both in Ireland (QQI) and England (QAA), the responsibility of the national agency for implementing qualifications covers both the higher and vocational education. This policy is essential since qualifications become more overlapping and closely related, and it is strongly suggested to establish a single national agency to cover both sectors.

c) In implementing QF in higher education, it is important to respect university autonomy. In higher education, the implementation of QA requires different approach with school inspection. The

principle of respecting university autonomy in UK is reflected among others by not issuing any legislature or regulation, and rely more on promoting internal QA through enhancing awareness, understanding, and implementation skills.

d) In designing the mechanism for implementing RPL, specific characteristics of individual field should be well taken into account. Attempts to develop inflexible and uniform mechanism might risk false expectation from the public. However the accountability should always be maintained, by inviting external parties to the assessment and conduct meta-evaluation whenever necessary. It is recommended to respect the institutional autonomy in conducting assessment, and avoid a "straight jacket" approach in conducting the RPL assessment.

Nevertheless it is essential to develop an agreed upon national approach on RPL, particularly to bring coherence and consistency to the RPL implementation. A national approach should take into account the developments already taking place both nationally andinternationally, that it will ensure coherence and develop widespread acceptance of the outcomes. These principles will be built on to develop operational guidelines which will later be an exemplar of the nature of arrangements that further and higher education and training bodies

e) There are at least 4 different schemes applied in conducting RPL assessment, namely requiring individual to take the required course, reviewing the portfolio, conducting interview, and observing the work carried out. The scheme used is very much case by case depending on the subject area, and local context.

However, general guidelines for conducting assessment to maintain the quality standard is still necessary. In developing RPL guidelines for Indonesia, it is highly recommended to use the document titled "*RPL matters in DIT: Policy and practice guide for DIT staff, 2010 edition*" as a starting reference to allow better view in the scope of governance in implementing such an approach.

f) The establishment of an information centre to support the international academic and professional mobility is important allowing better understanding, better process, better information in recognizing national or international qualifications. In the Ireland case, the establishment of the Irish ENIC-NARIC (European Network of Information Centres-National Academic Recognition Information Centres) provides the essential support to allow the various mechanism in the implementation of qualification framework work accordingly.

g) In both Ireland and England, the QF national agency is established within the government's auspice, though its independency is strongly assured. Although state funded, the organization has the liberty to apply the principle of "fees for service", whereby the beneficiaries are charged with fees in acquiring its services ("BLU"-like). The beneficiaries include, individual seeking for certificate of competency, and education providers seeking for accreditation.

Itinerary of the study trip to Ireland and England
May 9-16, 2015

DATE		DAY	LOCATION	AGENDA	PROGRAM
9	May	Saturday		Arrive in Dublin (through London - Gatwick)	
10	May	Sunday	Dublin	Briefing by Prof Maria Slowey	Briefing
11	May	Monday	Dublin	*Quality and Qualification of Ireland*	
				Dr Padraig Walsh, CEO of QQI and President of EAQA	Governance, funding, QF, QA
				Ms Niamh Lenehan, Manager of Qualification recognition	ENIC-NARIC.net
				Dr Bryan Maguire, Head of Qualification Services	Implementation of QF and RPL
			Dublin	*Department of Education and Skills*	
				Ms Margaret Condon, Ass. Chief Inspector	QA in schools
			Dublin	*Irish University Association*	
				Dr Lewis Purser, Dir. Academic Affairs, IUA	Universities and QF, RPL
			Dublin	*Higher Education Authority:*	
				Dr Tom Boland, Chief Executive HEA - Ireland	
				Dr Fergal Costello, System Governance	HE policies, funding, and strategies
				Dr Muiris O'Connor, the Head of System and Governance	
12	May	Tuesday	Dublin	*Dublin City University:*	
				Mr Trevor Holmes, Vice President	Introduction
				Mr Paul Smith, International Office	
				Dr Wiliam Kelly, Dean of Teaching and Learning	Learning outcome
				Dr Sarah Ingle, Director of the QPO	Quality assurance
				Prof Marann Byrne, Business School	Qualifications in the Accounting profession
				Ms Maeve Long, Director of INTRA	Internship program
				Prof Anne Matthews, Head of School of Nursing and Human Sciences	RPL, Nursing
				Professor Eithne Guilfoyle, Vice President	Lunch
			Dublin	*Dublin Institute of Technology*	
				Dr Robert Flood, Head of International Office	Introduction
				Dr Ralf Burbach, Head of the Hospitality Management Discipline	Qualifications in the Hospitality profession
				Dr Ann Murphy, an RPL expert	RPL
13	May	Wednesday	Dublin	*Trinity College Dublin*	Governance, funding, QF, QA
				Dr Juliette Hussy, Vice President	
				Ms Roisin Smith, Quality Office	Learning outcome, RPL
				Mr Ronan Hodson, International Office	
				Depart to London	
14	May	Thursday	London	*Institute of Education - UCL*	
				Prof Andrew Brown, Pro Director for academic development	Learning outcome, RPL
				Dr Christine Han, Senior lecturer in Education	

				Paul Grainger, Dept of Lifelong learning and comparative education	
DATE	**DAY**	**LOCATION**	**AGENDA**		**PROGRAM**
		London	*Quality Assurance Agency:*		Governance, funding, QF, QA
			Mr Ian Kimber, Dir of Quality Development		
			Ms Harriet Barnes, Asst Dirr for standards, quality, and enhancement		
			Mr Fabriozio Trifiro, International adviser		
15	May	Friday	London	*Middlesex University*	RPL, QA, QF
			Prof Anna Kyprianou, Dean of Business School; Prof Carol Costly, Director of the institute of Workbased Learning;		
			Dr Mike Wing, Registrar; Dr Myra Perry, International partnership; Dr Kate Douglas, Director of Employment		Learning outcome, RPL
16	May	Saturday	Gatwick	Depart to Jakarta	

Annex E: Paper presented at the International Workshop on Higher Education Reform 2015

Developing quality culture through

Implementation of the Indonesian Qualification Framework[36]

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Abstract

As a founding member of the ASEAN, Indonesia has to implement the ASEAN Economic Community (AEC), which will commence in January 2016. In 2012 Indonesia has established the Indonesian Qualification Frameworks with 9 levels of qualifications that becomes a main reference for defining the competence of graduates of academic, vocational, and professional education, as well as skilled labor and professionals. As the national qualifications framework (NQF) is a relatively new for Indonesia, a study team has been commissioned in 2014 by the Education Sector Analytical and Capacity Development Partnership (ACDP) / ADB to develop its implementation road map. ACDP is the Government of Indonesia facility for education sector policy research supported by the European Union and the Australian Government, and administered by the Asian Development Bank. The authors are members of the study team and this paper presents its interim results.

An essential aspect of a qualifications system is quality assurance which provides confidence in the qualifications issued. But quality assurance by an external party without strong provider internal quality assurance mechanism is not sustainable. The need to assure quality is strengthened by imposing standards linked to the qualifications framework, whereby outcome based education and training is emphasized and relevance of knowledge, skills and competences in every qualification level are required. The shift is very much in line with the trend of economic integration, whereby mobility of workers, students, and teachers becomes imperative.

The study team has conducted a series of sessions with stakeholders within three pilot fields: tourism, accounting and nursing. The key challenge identified during the study was the harmonization of a regulatory framework, policies, and implementation. Also identified was a critical concern in implementing the NQF given the infancy of the institutional and regulatory infrastructure, despite its conceptual maturity. In response to these concerns, the establishment of a National Qualification Board is strongly advised. It is also strongly recommended to push institutional reform in higher education to strengthen the internal quality assurance system to ensure sustainable quality maintenance and improvement.

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[36] This paper is prepared for the 12th International workshop on Higher Education Reform, Oct 21-23, 2015, Tianjin Normal University, Tianjin, China

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Introduction

Nowadays globalization is an undeniable trend and unlikely to be reversed. Policy alternatives for countries and regions have thus to be developed in the context of the global economy with free trade of goods and services, free movement of capital, technology and skills, with advancement in transportation and communication. Due to significant differences in characteristics among regions in the world, each region needs to design its own strategy on how to cope with the challenges of globalization.

This paper describes the process of coping within the scope of higher education in Indonesia. It provides a perspective as a member of ASEAN country on the importance of qualifications framework, and the activities related to the ACDP team's study in implementing the Indonesian Qualifications Framework (IQF) policy within the Indonesian higher education.

ASEAN Economic Community

In the ASEAN region, member countries have decided to establish the ASEAN Economic Community (AEC) by the end of 2015. AEC envisages key characteristics of a single market and production base, a highly competitive economic region, a region of equitable economic development, and a region fully integrated into the global economy.

The AEC areas of cooperation include human resources development and capacity building; recognition of professional qualifications; closer consultation on macroeconomic and financial policies; trade financing measures; enhanced infrastructure and communications connectivity; development of electronic transactions through e-ASEAN; integrating industries across the region to promote regional sourcing; and enhancing private sector involvement for the building of the AEC. In short, the AEC will transform ASEAN into a region with free movement of goods, services, investment, skilled labour, and freer flow of capital. In addition, the single market and production base also include two important components, namely, the priority integration sectors, and food, agriculture and forestry [ASEAN 2008].

Twelve priority sectors have been selected for entering AFTA, and two of them have already completed its Mutual Recognition Arrangements. The five service sectors chosen are healthcare, tourism, logistic, E-ASEAN, and air transportation. The seven sectors in goods selected are agro products, wooden products, rubber products, fishery, electronics, automotives, and textiles.

In order to facilitate the mobility of workers, as well as students, among the member countries, an agreed upon standard has to be established. In 2015 the ASEAN Qualifications Reference Framework (AQRF) was endorsed by the relevant ministers of the member countries. The AQRF consist of eight levels based on two domains (knowledge and skills; application and responsibility).

National Qualifications Framework (NQF)

As a NQF becomes an essential requirement in implementing AEC, each ASEAN member countries has either established or is establishing its own NQF to enable referencing to AQRF. The AQRF, a common reference framework designed as a translation device to support the comparison of qualifications across ASEAN member countries.

NQFs are now globally recognized as the foundation of the educational strategies needed to build nations' skilled workforces to support their economic development and growth. The best estimate is that the majority of countries – spanning all continents – has developed or is developing a national qualifications framework for this purpose. Currents estimate place this figure as being 150 countries. Furthermore with the increasing global mobility of workers, the need for a national mechanism   against

which skills and qualifications gained elsewhere can be recognized is becoming an imperative. The latter has seen the emergence of meta or regional qualifications framework, such as the EQF and the AQRF.

While economic growth is an indisputable stimulus, as illustrated in the ASEAN case, the development of qualifications framework is also motivated by a nation's imperative to reform its education system. In short, there are a number of practical reasons for developing a national qualifications framework.

Workers mobility: Economic integration facilitates the flow of goods and services, including workers, between participating countries. Since the education and training systems are widely varied among the member countries, an agreed upon standard is needed to regulate workers' qualification. By implementing such standards, workers would be eligible to take job opportunities within the region without having to take additional procedures to re-qualify their competencies.

Students mobility: Without a common understanding of each other's qualifications, student mobility between countries will be difficult to implement. This is particularly true when member countries do not have a similar education and training system and require the transparency that a qualifications framework can provide.

Relevance: When establishing program learning outcomes stakeholders, particularly employers and users, must be involved. Such involvement would improve the relevance of the education and training to the world of work.

Lifelong learning: Economic growth brings new prosperity that drives adult employees, who might miss the opportunity to properly attend schooling, to reenter the education and training system. Some of their work experiences could be recognized, exempting them from taking some courses. Without a qualifications framework that provides for qualifications linkages and promotes recognition of prior learning, such an activity could be tedious, cumbersome, and eventually discourage adults from continuing the learning. In the world of work, experiences could also be used to acquire formal recognition that directly benefits employers' career.

Accountability of providers: Learning outcomes at program level are required to be well articulated giving sufficient information to the prospective students and parents. This accountability is required as part of good university governance.

The ACDP 024 study

Objectives

The Government of Republic of Indonesia (represented by the Ministry of Education and Culture, the Ministry of Religious Affairs, and the Ministry of National Development Planning / Bappenas), the Australian Agency for International Development (AusAID), the European Union (EU), and the Asian Development Bank (ADB) have established the Analytical and Capacity Development Partnership (ACDP) as a facility to promote policy dialogue and institutional as well as organizational reform of the education sector to underpin policy implementation and help reduce disparities in provincial and district education performance. Within this context, the ACDP commissions a study team to conduct the study for supporting the development of the Indonesian Qualification Framework.

The development objectives of this study are to contribute towards achieving national medium to long term socio-economic goals by supporting efforts to improve the quality, efficiency, relevance and competiveness of national education and skills formation through the establishment of an Indonesian Qualification Framework (IQF) and associated systems and capacity. The final report will comprise the road map for the implementation of the Indonesian Qualification Framework, with reference to the

ASEAN Qualification Reference Framework; the development of the Recognition of Prior Learning system; and the establishment of the Indonesian Qualification Board.

Strategy chosen

This study was designed for 15 months of work that it will be impossible to cover the entire spectrum of available fields. Therefore three fields were selected as pilots, and to be used as reference for further developing the qualification framework for other fields. The aspects are considered in the selection process: national priority, feasibility, impact, and representativeness.

Tourism, Accounting, and Nursing have been selected as pilot fields. They are included in the 12 priority integration sectors of AEC 2015 and have also been included in the MRA's among ASEAN countries. The 3 fields, when proposed, were also unanimously endorsed by the stakeholders participated in the workshop on Inception Report.

Current stage of implementation

Higher education landscape

Indonesian higher education programs are divided into academic and vocational streams, as also illustrated in figure-1. Polytechnics and colleges are known as hosting vocational education; while Institutes and universities are in academic mainstream. University and institute provide variety of programs under social sciences as well as scientific sciences.

Higher education in Indonesia is largely offered by private institutions. There are only 180 public higher education institutions, out of around 4,300 institutions, are established and operated by the government. The public institutions are mostly under the MoRTHE (126 institutions), MoRA (52 institutions), and other line ministries (175 institutions)[45]. The total number of registered students is more than 6 million with gross enrollment rate of close to 30% in 2014 [DLSA 2015].

There has been recognition amongst policy makers that Indonesian higher education system is too large a system to manage in a centralized fashion. Therefore the government has begun to gradually decentralizing its authority and providing more autonomy to the institutions since the early 1990s. The first step was encouraging institutional planning and financial autonomy through competitive grants introduced in the mid 1990s.

The Law on Higher Education was enacted in August 2012, providing a fairly comprehensive legal basis for higher education development, covering key elements such as, institutional autonomy, wider and equitable access, qualification framework, quality assurance system, as well as strengthening of vocational education and training.

In term of its legal status, public universities are grouped into three categories: autonomous public universities (PTN-BH), public universities with a degree of financial management flexibility (PTN-BLU), and public universities as government implementing unit (PTN). Since the establishment of an autonomous public university (PTN-BH) requires government regulations, new legal instruments have been issued for conversion of 11 public universities to autonomous institutions.

The higher education system is highly diverse in term of quality. Three Indonesian universities are rated high in the world and Asian ranking, but many have not even been accredited by the National Accreditation Agency, as illustrated in table-1. Some study programs in the professional stream in more established universities have also acquired the accreditation status issued by international   professional

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[45] MoRTHE = Ministry of Research, Technology, and Higher Education; MoRA = Ministry of Religious Affairs

organizations such as ABET (Accreditation Board for Engineering and Technology) and WFME (World Federation of Medical Education).

	Diploma (1-3 years)			Undergraduate program (S-1)		
	A	B	C	A	B	C
Public institutions	60	358	148	491	921	311
Private institutions	42	562	1,672	263	1,994	3,807
MoRA	0	11	5	36	387	481
Service institutions	4	68	24	1	13	12
Total	106	999	1849	791	3315	4611

Table-1: Status of program accreditation [BAN-PT 2014][46]

Indonesian Qualifications Framework

As the largest economy in Southeast Asia, Indonesia is also the largest market in the region, making it vulnerable for uncontrollable influx of foreign workers eager to capitalize on large employment opportunities. In order to cope with the challenges, immediate actions have to be taken. In the short term, Indonesia needs to implement its NQF to assist with understanding the skills of foreign workers and provide a national reference for the market. In the long run, Indonesia has to improve the quality of its human resources through the implementation of quality standards.
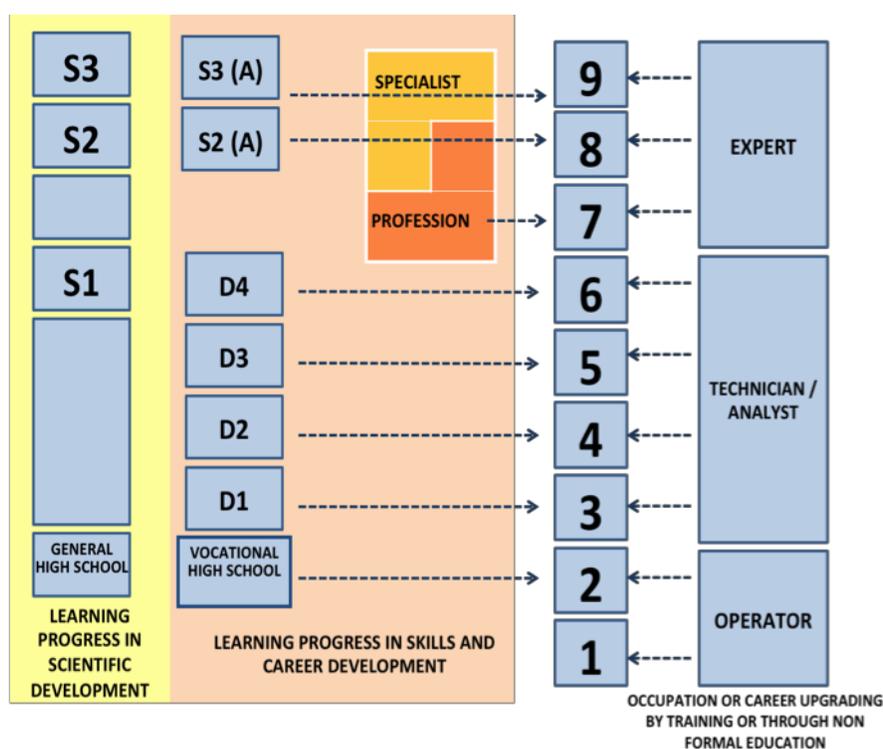

Figure-1: The Indonesian Qualifications Framework [ACDP 2015]

In 2012 the Presidential Regulation 8/2012 on the Indonesian Qualification Framework (IQF) was enacted. The Presidential Decree stipulates a hierarchy of 9 qualification levels to enable equivalencing

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[46] A = excellent, B = Good, C = Accredited. About 20% of programs are not accredited

the learning outcomes of formal education, non-formal, informal, or work experiences. This notion of equivalence is illustrated in figure-1. It indicates that the IQF serves as a reference for placement in accordance with recognized competence in the job structure in various sectors, and also becomes a fundamental reference in defining the competence of graduates of academic, vocational, professional, and non formal education.

The levels of the IQF is described as learning outcomes, consisting of (i) values, ethics, moral as basic components; (ii) science, knowledge, or knowhow comprehension; (iii) work competencies; and (iv) level of autonomy and responsibility in the work place. The Presidential Regulation 8/2012 on the Indonesian Qualification Framework (IQF) does not describe qualifications but notes further stipulations to the IQF is to be governed by the 'minister handling labour issues and the minister in charge of education affairs.

Assuring quality in higher education

All competency standards and qualifications imposed are meant to establish agreement by all stakeholders. Since the nature of vocational education and skills training is closer to the world of work, it is understandable that this sector was the first in implementing the competency standards. In countries implementing the British system for post-secondary education, typically the universities are the last in implementing it, due to their status as self accrediting institutions.

Accreditation

The Law 20/2003 on the National Education System stipulates that accreditation is mandatory for all education providers. Currently the accreditation process is carried out by the following agencies,
- National Accreditation Agency for Basic and Secondary Education (BAN-SM);
- National Accreditation Agency for Higher Education (BAN-PT);
- National Accreditation Agency for Non Formal Education (BAN-PNF); and
- Independent Accreditation Agency (LAM)[47]
- National Agency for Professional Certification or *Badan Nasional Sertifikasi Profesi* (BNSP)

Accreditation of professional certification agencies outside the education sector is the responsibility of the National Agency for Professional Certification (BNSP) under the MoM[48]. In addition to these agencies, there are some providers under other line ministries which operate outside the education system, such as the police academy and the military academy.

In the education sector, accreditation process is conducted by using the National Standards on Education as the main reference. Although learning outcomes have been included in the national standards, the current assessment process does not assign significant weight to the outcomes. One of the possible reasons is that assessors are not yet sufficiently trained to assess educational outcomes.

Some study programs in more established universities also acquire international accreditation, mostly from international professional associations such as, the Accreditation Board for Engineering and Technology (ABET). In the ASEAN region, the Asian University Network (ANU) provides services to assess the quality of an education provider, and some study programs have benefitted from such services.

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[47] LAMs are currently established to accredit the professional education, such as medical education and engineering education. In the medium term, the mandate of LAM will be expanded to cover accreditation of all study programs, whilst BAN-PT will focus its attention to conduct institutional accreditation.
[48] MoM = Ministry of Manpower

Professional certification

In the context of Indonesia, the higher education sector also covers vocational education conducted by polytechnics, the newly established community colleges, and universities as well colleges[49]. Many of these programs are also licensed to organize certification process on behalf of relevant professional association. In some fields, the professional certificates bring significant benefits to the graduates that many also put efforts to acquire it, either through their higher education institution or directly from the professional association.

In specific sector such as Health, a national exit examination is organized by the relevant professional association. Only examinee passes this examination would be certified, and without this certificate a graduate is not eligible to acquire the license for practice. Such national exit examination has been imposed for medical doctors, and will also be applied for nurses.

Nevertheless exit checks or tests should be accompanied by assessment of inputs as well as processes. In many cases, over reliance on exit checks tends to encourage manipulation.

Internal quality assurance

Since the connotation of "assurance" is providing confidence, quality assurance should involve external parties. Although external evaluation is an important aspect in assuring quality, quality assurance should also be internally driven. In the long run, over reliance on external quality assurance will not be sustainable in Indonesia.

The concept of continuous quality improvement (Kaizen), was considered as the strength of the Japanese industries in its competition with the more established industries in the Western hemisphere. Kaizen was originally introduced to the West by Masaaki Imai [Imai 1986]. Today Kaizen is recognized worldwide as an important pillar of an organization's long-term competitive strategy.

Nowadays the culture of continuous quality improvement has been adopted not only by industries, but also by organizations in the social sector, including educational organizations. Therefore the development of quality culture in any learning organizations should eventually become the ultimate objective to ensure sustainability. The lessons learned in manufacturing organisations can be applied to educational institutions.

Internal quality assurance unit is currently mandatory in all higher education institutions, but its effectiveness varies significantly among institutions. Whilst some best institutions are currently developing clear strategies toward achieving an institutional quality culture, the bulk of the remaining institutions are still struggling to cope with the accreditation requirements. The policy directions of the MoRTHE should provide a clear message that strong internal quality assurance is the ultimate objective.

Implementation of competency standards

Skills training providers

Competency standards have been commonly implemented outside the higher education sector, particularly for skills training programs in Indonesia. These programs are mostly administered under the auspice of Directorate General of Early Childhood and Non Formal Education under the Ministry of Education and Culture (MoEC) and Directorate General of Training and Product under MoM[50]. Nonetheless, various technical ministries and industries also undertake skills trainings under their

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[49] Vocational programs carried out by universities are short cycle non degree programs

[50] This grouping is derived from the prevailing regulations (Law 20/2003) and also implemented in the organizational structure of the MoEC

training units (*Pendidikan dan Pelatihan*). The latest figure acquired in 2014 indicates that under MoEC and MoM 27,321 course and training providers are registered.

Competency Based Trainings

The concept of competency based training was developed under MoM after the Law on Manpower was enacted in 2003. A competency is defined as a worker's ability to perform job as required by employer. In the implementation, BNSP provides license to professional certification bodies (PCB) to carry out the certification process. PCBs are legal entities established by industry and/or professional association.

The Government Regulation 31/2006 on National Skills Training System was issued as a platform for the integrated competency based training system. The system describes three pillars of competency based training system, namely competency standard, competency based skills training program, and competency certification. The 3 different competency standards (knowledge, skills, and attitudes) used are the National Competency Standard (NCS), international standards, and special standards.

The development of NCS involves MoM, other relevant technical ministries, and the Committees of Competency Standard. Competency Based Training (CBT) is a training approach which includes modules, training aids, methods, and instructors. The approach aims to apply competency based standards and implement principles to ensure a graduate acquires competencies as required by the NCS, and is eligible to receive the Certificate of Competency.

By the end of 2014, 406 packages of competency standards (SKKNI) have been developed for the main economic sectors. The number of SKKNI yet to be developed is still very large, considering the rapid advancement of technology in the industries. Jobs in information and communication technology as well as logistics are few examples of new occupations in the market that require definitions of competency standards. In the period of 2005 to 2014, the accumulated number of workers certified by BNSP was approximately 2.1 million. In order to achieve the government target of 10 million certified workers in 2019, a large number of additional packages are needed in the near future.

Programs administered by MoEC had been in operation for many years when the IQF decree was issued. Therefore a significant proportion of the structure has to be adjusted to comply with the new IQF standards. The learning outcomes also need adjustment, particularly shifting the emphasis from educational achievements to more skills formation.

Recognition of Prior Learning

Although Recognition of Prior Learning (RPL) has been widely practiced in the industries to recognize employee's competencies for his/her career promotion, a national standard procedure is relatively new for Indonesia. The recent initiative to implement RPL in Indonesia aims to widen access to education by providing the opportunity for employed workers to pursue further qualifications by reentering formal higher education. Their experiences could be used to waiver some of the mandatory course work.

Similar procedures are applicable for valuing qualification improvement of teaching staff who apply for permanent faculty status. A more important benefit is in capitalizing the expertise of industrial practitioners, who, without an RPL process will not be eligible to become lecturers in vocational programs. In order to facilitate RPL implementation in higher education, the MoEC 73/2013 decree was issued. The decree promotes RPL for life-long learning and RPL for recognizing professionals with qualifications at level 8 and 9 to become lectures. However, an operational guideline to recognize one's expertise and assign individuals in the institution's personnel system is required to assist implementation.

In 2013 the Directorate of Learning and Student Affairs MoEC launched a pilot program for RPL in selected study programs in public polytechnics. Evaluation after one year shows that in general the results have not been as good as expected and a significant effort is still needed to improve the design and implementation mechanism in the future.

Defining learning outcomes

The Presidential Decree on IQF requires all education programs, as well as courses and skill training offerings, to adjust their learning outcomes to reference the IQF. At the beginning of this study, descriptors in 75 study programs in 29 subjects / professions, within the 8 priority sectors, have been drafted; and 25 descriptors were added to the draft at the end of 2014.

Since the quality of education is significantly diverse, some less developed institutions propose to have tiered national standards, whereby the standards are set differently for them. Unfortunately such a proposal is not a commonly accepted practice in the global platform in which Indonesia is going to participate.

The decree revives the concept of competency standards in courses and training. Courses and training that previously used competency standards which emphasized education achievement, now should shift to skills formation. In order to improve transparency, the qualifications and competencies of a graduate should be stated in a document, termed a Diploma Supplement, as required by MoEC Decree 81/2014. Although the reputation of the issuing institution is still crucial in valuing the supplement, it is a good intention toward developing trust and confidence.

Interim findings and analysis

The study team conducted several workshops with relevant stakeholders in each of the 3-piloted fields. The team also took several important stakeholders to overseas study trips to Hong Kong, Ireland, and England. The following sections present the summary of the findings and analysis this study.

Issues on synergy

Segmented development

Activities in the development of qualification framework have been conducted by several ministries, professional associations, and industries, with limited or no coordination. The three main players are the Ministry of Manpower[51], Ministry of Education and Culture[52], and Ministry of Research, Technology, and Higher Education. Until recently the development of qualification framework could be considered as segmented, between the education sector (under MoEC) and the skills training sector (under MoMT). Under MoM the process of certification has been conducted long before the decree on IQF is issued, using the Law on Manpower 13/

The segmented development increases cost, drives the system into cumbersome bureaucracy due unnecessary duplication, and slowing down Indonesian's preparation to enter economic integration.

Weak coordination

Providers under the MoM use the term "training", whilst those under MoEC use the term "course". In practice these two terms are very similar, since the curricula are quite similar. Most providers under both ministries have to separately register to MoM and MoEC. Each of the two ministries established

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[51] Until October 2014 was called the Ministry of Manpower and Transmigration (MoMT)

[52] After October 2014 Higher Education, Research, and Technology sectors have been merged into a newly established Ministry of Research, Technology, and Higher Education (MoRTHE)

separate units for registration, accrediting process, conducting assessment and certification process. Many providers submit registration to both ministries, particularly to acquire recognition and funding assistance from both sides.

Policy and decision makers in the government bureaucracy tend to avoid issuing regulations outside its jurisdiction. In some aspects, however, it is difficult to contain analysis within a certain sector. Hence it is not uncommon to find overlapping, sometime even conflicting, regulations issued by these 2 ministries. Other ministries and agencies add to the complexity of the problem by issuing regulations with limited coordination with these 2 major player ministries.

Mobility of skilled workers is one of the consequences of economic integration. Without a single national agency coordinating the regulations, it will be difficult for Indonesia to cope with the challenges of regulating the manpower market.

Lack of national standards as a reference

In some sectors, the implementation of competency standards in the relevant industries is already in the advanced stage. Tourism is an example of such sector, whereby standard in competencies have been implemented long before the IQF was decreed. On one hand such advanced stage benefits the dissemination process of IQF, but on the other hand it requires a significant effort to harmonize the existing standards with the IQF. When the industries in this sector began to implement the standard of competencies, a national standard to be used as a reference did not exist that they had no choice but to develop one by themselves.

As a selected sector in this study, the tourism sector is perhaps a unique case, since Indonesia is currently considered as already in the advanced stage compared to other ASEAN member countries. Some issues in this sector need to be resolved in order to comply with IQF. They are nomenclatures that do not fit with the national standards as required by the IQF, job titles defined by providers do not confirm with the job titles regionally agreed upon in the ASEAN MRA, and learning outcomes that do not comply with the IQF norms. In this study significant efforts have been given to provide assistance to the providers through series of FGDs with stakeholders to resolve the problems.

The case illustrates the critical role of national standards in the development and implementation of a qualifications framework. Without national standards as a reference, the development of standard of competencies becomes fragmented, segmented, and uncoordinated.

Irrelevant learning outcomes

In some fields, the development of learning outcomes has not properly involved the stakeholders, particularly employers, in a meaningful manner. One of the sectors selected to be studied is accounting. It is only one example of sectors with irrelevant learning outcomes that at odd with the job titles available in the world of work.

Accounting is one of the most favorite programs which attracted the largest number of high school graduates to apply, driving many higher education institutions to open new programs in accounting. At the end of 2013 578 undergraduate programs in academic stream and 474 3-year vocational programs in accounting were offered. Since the IQF requires a distinct learning outcome for each program, providers also tried to define a specific job title for each program.

However the job titles defined by providers as its target are mostly irrelevant to the employers' need. According to employers, only 3-year vocational programs and 4-year undergraduate programs in academic stream are recognized. Furthermore, many employers assigned graduates of both programs at a similar entry level, illustrating improper demand analysis by the providers. Currently working

competencies as well as knowledge comprehension between graduates at different levels cannot be clearly differentiated. An attempt to use the *International Federation of Accountants* (IFAC) as a benchmark by providers failed to produce satisfactory results. Finally, the offering of the new D4 program creates more complication rather than solving the existing problem

The case of accounting is not unique and it might also be found in other sectors as well. During this study, a rigorous assistance through series of FGDs has been provided to rectify the problem. Many providers do not have sufficient capacity to solicit meaningful inputs from the stakeholders, and providers' initiated workshops failed to attract the appropriate industrial experts to participate. Therefore a program to provide technical assistance is needed for such sectors to enable them to formulate the learning outcomes.

Benefitting from RPL

The IQF also opens new opportunities that previously were not possible, such as the recognition of prior learning (RPL). Although RPL has been implemented by individual higher education institution as well as individual industry for quite some time, a national model is yet to be developed. The MoEC 73/2013 decree on RPL provides new opportunities, as illustrated in the following sections.

Lifelong learning

A national model in RPL is needed when an adult with sufficient work experiences would like to reenter the formal education. His/her experiences need to be properly assessed before a decision is made on whether some academic works could be exempted. Such mechanisms are not uncommon in some higher education institutions, albeit infrequent.

A problem arises when the national system has to deal with a massive volume, such as the upgrading of 46,000 unqualified nurses. The Law 38/2014 on Nursing requires D3 as a minimum qualification to practicing nurse. As a consequence, unqualified nurses who currently are practicing in hospitals have to be upgraded to D3. The government first priority is given to nurses with public servant status, which is estimated at 46,000 nurses. When the coverage is extended to those working in private hospitals, the number could easily exceed 100,000. Most of them have been in service for years that some of their work experiences could be recognized to get waivers to some of the required academic works. Without a national model as a reference, there a risk of negotiated quality. Since the nurse profession deals with patients, the risk would be intolerable.

Industry experienced lecturers

In some fields, particularly vocational education and profession, lecturers with extensive working experiences is very much preferable. In the fields such as manufacturing, engineering, or performing arts, lecturers with working experience is essential. Many potential candidates for lecturer, however, do not possess the required formal qualification. The Law 14/2005 on Teachers and Lecturers requires that lecturers should hold at least S2 qualification to be eligible.

The MoEC 73/2013 decree provides a solution to the problem by giving an opportunity for them to meet the requirement through an RPL process. Evidence of their working experience will be assessed, and if all criteria are met would grant them the formal eligibility to lecture. Granting eligibility does not mean to award them with degree though it might include financial incentives.

Quality assurance

Continuous improvement

In many cases in Indonesia, competency test is considered as an effective method to maintain standards that it is implemented by some professional associations, such as medical doctors and accountants. Similar principle of exit test or examination is also used in tests leading to certification. Other cases, whereby the similar principle is applied, are secondary school final examination and the entrance examination to the university system. In both cases, the decision of pass or fail is almost entirely dependent on that one time assessment event. In these cases the reward of passing the exam is significantly high that drives some participants to beat the system by cheating or other manipulative measures.

Therefore the quality assurance system has to be rigorously implemented internally within the training providers and externally through accreditation, as well as other mechanisms. The oversight agencies should send a clear and sound signal to training providers that the exit examination should not to become an ultimate goal, instead a serious attention should be given to strengthen the internal quality assurance and broadening the assessment model. As for now, some of the autonomous public institutions failed to demonstrate their strong commitment to develop a sustainable quality culture, whilst they are supposed to become the national model for the implementation of institutional autonomy.

Diversity

In terms of quality the system is highly diverse: a few listed as Asian elite institutions whilst thousands are small and have failed to earn accreditation status. The best institutions possess the required capacity to build its internal quality assurance system toward a quality culture. But the bulk in the system does not have sufficient capacity and resources to do that.

Assessment process

Currently most assessment processes are carried out with too much emphasis on inputs and processes, and less attention to outputs and outcomes. Due to the very large volume of works to carry out by accrediting agencies, it tends to be too mechanistic instead of qualitative expert judgment based on synthesizing a range of available evidence. Although most key personnel in these agencies are aware of the problem, the lack of autonomy does not allow them to quickly respond to the change. Limited resources, funding as well as qualified assessors, add to the obstacles to cope with the challenges.

Concluding remarks

At this stage, the team concludes that there is an urgent need for the government to establish a national agency - might be called the Indonesian Qualification Board – that provides coordination function within the activities necessary conducted related to the implementation of IQF. Therefore, its main responsibilities are to coordinate, maintain quality standards, meta evaluate the accreditation agencies, liaise with international agencies, and promote IQF to the stakeholders. In order to carry out such responsibilities, this agency should be positioned above all ministries. However this agency is not expected to take over activities currently carried out by various government units.

The implementation of IQF provides the country with a national reference, benefitting both the education and training provides as well as the employers. It also helps the country in its transition toward integrating its economy regionally. Meeting the required adjustments might not be easy for some sectors, and need consistent effort and strong commitment. Having said that, the team strongly

suggests that the establishment of a national reference should not reduce institutional autonomy in higher education, instead it should strengthen the institutional accountability.

In a large developing country like Indonesia, some sectors and institutions are more prepared to make adjustments than others. The government should provide assistance and support for those institutions that enable them to cope with the challenges. The team would suggest for the government to design and implement a systematic program in elevating the capacity of late adopter institutions, sooner than later.

It is critical for the central government to send a clear message to all players and stakeholders that the ultimate goal is to build a culture of quality within each institution across all education and training sectors. All kinds of assessment, including institutional accreditation and individual certification, aim to provide feedback to internal continuous improvement processes. The IQF implementation could become a critical juncture for the higher education sector to reform itself.

It is recommended to provide the autonomous public institutions with a seed funding and assistance to establish an independent Quality Network Agency, with a responsibility to monitor and assist the quality assurance within these institutions. It would demonstrate the accountability of these institutions to their stakeholders by developing assessment procedures that meet the international standards. Although this agency is independent, established and own by the consortium of the autonomous institutions, it could receive support from the government, at least at the beginning. In the medium term, this agency should share its expertise with non autonomous institutions by conducting training and providing technical assistance.

At the end, it is fair to say that the higher education sector should reform itself by introducing, enhancing, and strengthening the internal quality assurance toward a sustainable quality culture. In this context the government could intervene by introducing funding schemes that encourage and support the internal quality assurance system, as well as provide the necessary technical assistance.

Acknowledgement

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