



INDONESIA

Indonesia has recently developed the Indonesian Qualifications Framework (IQF). The IQF holds a legal endorsement in the form of Presidential Decree no. 8/2012, and addresses schooling from Year 9 to TVET and Higher Education. The stages of the IQF's implementation are currently being designed.

The Ministry of Education and Culture has produced a key strategic document on the IQF (Directorate General of Higher Education, n.d.). According to the Minister of Higher Education, the IQF is 'one of the national standards in the education sector from which graduates, education and training institutions under the authority of the Ministry of Education and Culture could assess their learning outcomes or certificates' proficiency in conjunction with one of the relevant qualification levels specified in the IQF' (Directorate General of Higher Education, n.d, p. 3).

The Government of Indonesia sees the legal endorsement of the IQF in the context of other laws and regulations: for example Law no. 13/2003 pertaining to manpower development, Government Regulation no. 31/2006 regarding the National Job Training System, and Law no. 20/2003 concerning the National Education System. The IQF is also in line with existing regulations endorsed by other ministries and authorized institutions, concerning manpower quality and development and competence certification (Ministry of Education and Culture, 2013).

1. CHALLENGES THAT THE NQF WOULD NEED TO ADDRESS

At present, education and training provision in Indonesia is fragmented and often poor in quality. The IQF is intended to address this in order to meet the demands of an increasingly mobile and globalized higher education market. The IQF will raise the quality of qualifications and clarify their levels, allowing manpower to be deployed more effectively in both formal and informal sectors of the economy. It will specify equivalencies between Indonesian and foreign qualifications, thus improving Indonesia's international competitiveness and making the country more open to global trade.

The IQF is intended to provide a unified reference point for all education and training providers in Indonesia, especially those engaged in efforts to direct the unemployed towards appropriate job opportunities. At present, it is difficult for employees to upgrade their qualifications. The IQF will address this by setting out qualifications levels against which employees can be assessed. Those who fail to attain the expected level will be encouraged to enrol in education or training in order to attain an IQF-approved qualification. In addition, education or training providers whose learning outcomes or certificate statements do not accord with IQF descriptors will be able to carry out internal quality improvements in order to bring their qualifications into line with IQF requirements.

2. MAIN POLICY OBJECTIVES

In response to the above challenges, the main policy objectives of the IQF are to:

- increase the quantity and quality of Indonesian manpower in order to grant greater access to both national and international job markets;
- increase the contribution of all learning outcomes to national economic growth, whether achieved through formal, non-formal or informal education or work experience;
- increase educational mobility in order to foster mutual understanding and collaboration between higher education institutions across the world;
- increase Indonesia's recognition both regionally and internationally, without losing sight of its national identity and character (Directorate General of Higher Education, n.d.).

3. INVOLVEMENT OF STAKEHOLDERS AND LEGAL ARRANGEMENTS

Two ministries have been chiefly responsible for the development of the IQF: the Ministry of Education and Culture and the Ministry of Manpower and Transmigration. Within the Ministry of Education and Culture, the IQF has been administered by the Directorate-General of Elementary and Secondary Education Management and the Directorate-General of Early Childhood, Non-Formal and Informal Education. Within the Ministry of Manpower and Transmigration, the IQF has been the responsibility of the Directorate-General of Training and Productivity Development.

The Indonesian Qualifications Board (IQB) will manage the development and implementation of the IQF. The Board is expected to oversee matters such as regulations, descriptors, guidelines, standards-setting documents, and other support work, including coordination with institutions or other parties relevant to IQF implementation and international public relations.

The stakeholders consider that the IQF should be a basis for the development of National Standards of Education and Professional (Vocational) Competency Standards. These will then provide a point of reference for accreditation, assessment and certification by bodies such as the National Accreditation Board (NAB) and the National Professional Certification Board (NPCB), as well as professional and occupational competence certification boards and private accreditation bodies.

The Ministry of Education and Culture has already referenced existing learning outcomes in higher education to qualifications levels in the IQF. In the process, it analysed learning outcome descriptions from more than 1000 study programmes within 97 higher education institutions all over Indonesia (A and B accreditation category). Institutions were selected which had implemented an appropriate Internal Quality Assurance System, and which held a good track record in international collaborations. The referencing process was enriched by comparative studies carried out by qualifications agencies in various countries, as well as through rigorous discussions with professional associations, scientific collegia, and employers and recruiters of university graduates in Indonesia (Directorate-General of Higher Education, n.d.).

The Ministry of Education and Culture acknowledges that a quality assurance system is needed if the IQF is to be trusted nationally and internationally. It is envisaged that the National Standards of Education Board will adopt IQF level descriptors in designing National Standards of Education and associated assessment procedures. In addition, educational institutions will ensure the quality of graduates through their own internal quality assurance systems. Moreover, the National Accreditation Board is expected to expand its current external quality assurance procedures by taking into account learning outcomes as described in the IQF.

4. LEVELS AND DESCRIPTORS AND THE USE OF LEARNING OUTCOMES

The IQF consists of 9 levels characterized by both learning outcomes and job-specific competences. Descriptors at each level specify the learning outcomes or competences that can be demonstrated by

an individual at that level. Descriptors are divided into two categories: general and specific. The general descriptors cover personality, working attitude and ethics, and are applicable to every Indonesian citizen at every level. The specific descriptors describe the knowledge and skills mastered by the individual, and are level-specific.

Table 1. Equivalencies between learning outcomes from different types of education

Academic Qualifications	IQF	Technical and Vocational Education and Training	
S3	9	S3 (Applied)	Specialist
S2	8	S2 (Applied)	
	7		Profession
S1	6	D IV	
	5	D III	
	4	D II	
	3	D I	
General High School	2	Vocational High School Junior High School	
Junior High School	1		

Source: Directorate General of Higher Education, n.d.

Table 1 illustrates the referencing scheme between the learning outcomes of different education streams and IQF qualification levels. This scheme will make it easier to ensure that graduates of educational programmes possess the right competences at the right level.

5. PROGRESSION PATHWAYS AND RECOGNITION AND VALIDATION OF NON-FORMAL AND INFORMAL LEARNING

The Ministry of Education and Culture (2013) defines Recognition of Prior Learning as the process by which learning outcomes acquired through non-formal or informal education or life experiences are recognized in the formal education sector. RPL has three purposes. First, to provide wider access to formal educational pathways, thus fulfilling the mandate authorized by Indonesian law for promoting individuals' lifelong learning. Second, recognize learning outcomes from forms of learning outside the formal education system for the purpose of awarding an equivalent degree. Finally, according to Law no. 14/2005 pertaining to teachers and lecturers, recognize persons with expertise in a particular field such as industry, as lecturers in higher education.

A credit transfer scheme has been designed to improve mobility across the different educational streams with the aim of developing learners' expertise in specific fields. Inbuilt into the scheme are bridging programmes which aim to boost the performance of individuals who fail to meet the minimum requirements of the institution conferring their credits.

6. REFERENCING TO REGIONAL FRAMEWORKS

The IQF was designed in response to the Indonesian ratification of the International Convention of the Recognition of Studies, Diplomas and Degrees in Higher Education in Asia and the Pacific, which was signed on December 16 1983 and renewed on January 30 2008. The ratification was legalized by Presidential Decree no. 103/2007.

7. IMPORTANT LESSONS AND FUTURE PLANS

Given the increasingly international nature of the global higher education market, the government sees the IQF as a continuously evolving concept that will need to be regularly updated in order to maintain the highest standards. It is for this reason that the IQF is legally enshrined in a presidential decree

rather than a government regulation or law, since this allows the necessary leeway for qualifications and level descriptors to be improved and updated over time.

In the coming years, Indonesia aims to tackle several practical issues, including but not limited to the following:

- incorporating credit transfer and RPL processes into the IQF;
- establishing a National Qualifications and Assessment Model;
- developing a working group to address how to link the IQF to the ASEAN Regional Qualifications Framework;
- establishing authorities for accreditation, standard-setting and certification; and
- harmonizing methods for recognizing institutions and qualifications.

MAIN SOURCES OF INFORMATION

Bateman, A., Keating, J., Burke, G., Coles, M., Vickers, A. 2012. *Final Report: ASEAN Regional Qualifications Framework. Education and Training Governance: Capacity Building for National Qualifications Frameworks (AANZ-007)*. ASEAN-Australia-New Zealand Free Trade Area (AANZFTA) Economic Cooperation Work Programme (EWCP). Jakarta, ASEAN Secretariat.

Directorate General of Higher Education (n.d.) *Indonesian Qualifications Framework (Kerangka Kualifikasi Nasional Indonesia) Presidential Decree no. 8/2012: Implication and Implementation Strategies*. Jakarta, Ministry of Education and Culture.