



THE EXPLORATORY STUDY ON NATIONAL QUALIFICATION FRAMEWORK OF INDONESIA AND OTHER PIONEER IMPLEMENTOR COUNTRIES

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Abstract

The ultimate objective of this study is to conclude the better way in implementing the Indonesian National Qualification Framework (INQF). It is expected that national qualification will provide guidance to empower human resources in one country to attain Lifelong Learning. The exploratory research method is used to find better comprehension on the said subject and objective. By studying frameworks, descriptors, implementation in some countries such as Australia, Hong Kong, South Africa, Philippines, Scotland and New Zealand, it is found that INQF of level 1 and 2 seemed to be improper and tending against the law when it is aimed for elementary and junior high at school age are not in proper stage to be included in qualification framework. Additionally, the INQF must provide the proper policy in deciding the credit to be attained to achieve each level of qualification.

Keywords: National Qualification Framework, Qualification Descriptor, Implementation of National Qualification

1. INTRODUCTION

The recommendation issued by International Labour Organization Number 195 in 1999 is one of the basis in promoting lifelong learning. Workforce are induced to recurrent and to upgrade their competencies through recognition of prior learning, recognition of current competence, training and educations. In the case of INQF the first level started from elementary school, whom are under aged and still in school age. To find out how the 1st and the second level can be implemented in INQF is the main purpose of this study. To implement life long learning, the career path is necessary and qualification is the bridge to connect among all entries from experience to qualification, formal school and vocational education and training. Since Indonesia has a huge number of workforce, the proper implementation of qualification is a

milestone, and this study is limited to level one up to five.

2. LITERATURE REVIEW

2.1. National Qualification Framework (NQF)

Qualification means a package of standards or units judged to be worthy of formal recognition on a certificate, Tuck, 2007 [1]. Qualification system include all aspects of a country's activity that result in the recognition of learning. These systems include the means of developing and operationalising national or regional policy on qualification institutional arrangements, quality assurance processes, skills recognition and other mechanism that link education and training to the labour market and civil society [1]. In line with this definition, the President of Indonesia has issued the President Regulation Number 8 in the year of 2012 on Indonesian National Qualification Framework (INQF).



INQF is a framework of levelization of competency qualification that enabling to equalize, harmonize and integrate between formal education, vocational training & education and working experiences in rewarding or recognizing work-competency in line with the job structure in each sector[2]. As mentioned by Tuck other activities also taken by Ministry of Labour and Transmigration by issuing Ministry Regulation Number 5 in the year of 2012 on Indonesian National Work Competency System that arrange the structure of unit of competency[3]. Additionally Ministry of Labour and Transmigration also issued Regulation Number 8 in the Year of 2012 On Procedure in Stipulating of Indonesian National Work Competency [4]

2.2. Qualification descriptors

Qualification descriptors make explicit general expectations of the purpose and outcomes of the main qualifications at each level, and make clear how these differ from other qualifications, both at that level and at other levels. Qualification descriptors are in three parts. The first part is a general description of the qualification. The second is a statement of general outcomes, achievement of which students should be able to demonstrate for the award of the qualification. This part will be of particular interest to those designing, approving and reviewing academic programmes. The third part is a statement of the wider abilities that the typical student could be expected to have developed. It will be of assistance to employers and others with an interest in the general capabilities of holders of the qualification[1].

2.3. The Application of Level One up to Five

According to Schneider, the German National qualification implemented by Mannheim Academy as a pioneer implementor, in Stuttgart in 1974[5]. In his Research, Schneider realized that participants were selected by user prior to enrollment in Mannheim Academy. Only those who past from user testing can be accepted as a dual system student at the academy. It is noted that the participant were paid by user and arranged in

dual system. Vocational studies initiated by acceptability, flexibility of time to work and to study as well career pathways. The government did not take part in dual system implementation except the monitoring of manpower law where treatment for participant of dual system are equal to any other manpower deployed in companies who accepted the dual system program. The vocational and training law in Germany has imposed that the basic vocational training as a mandatory prior to advance vocational training in a way to be able to achieve qualification. In 2007 there were 420,000 participants of advance vocational training. Competencies can be obtained by precision and accuracy by practicing in adequate and appropriate frequencies[5].

National Qualification Framework was regarded as an instrument to develop, to classify and to recognize skills, knowledge, and working attitude that acquired by a person[1] The interception of knowledge, skill and attitude is called, competency. The practice of knowledge, skill and attitude motivated by habit, social role and motivation. Furthermore, Shermon[6] mentioned that competencies is a proof to differentiate the characteristics of any individual to perform the tasks and duties at work place effectively. It is also noted by Young [7] that national qualification takes revolutionary action in training and education system to accelerate lifelong learning. He also noted that public policy is needed to implement qualification in line with national needs. The further challenges are the availability of competent trainer, teacher, instructor, competency assessor, up to user at work place. The user must rely on national qualification in human resource planning and development including salary based pay. The change management toward the impact of national qualification shall be in place. Tuck also explain that national qualification were implemented in common wealth countries or any other developed countries, however in recent years many countries have applied it. Since 2005 International Labour Organization (ILO) has induced all countries to implement national qualification framework as it is a milestone for training and education system. It is therefore ILO insist the revolution in education and training system should be taken[7]. To prove



the qualification, certification needed to confirm the attainment, Shah, [8].

3. RESEARCH METHOD

The study is limited to national qualification from level 1 up to level 5. This is chosen due to its urgency of its application in Indonesia, prior to ASEAN free trade agreement began in 2015. The exploratory method is applied due to limitation of data on hands [9]. Data collected from 6 countries. Furthermore, Sekaran explain the essence of exploratory study to undertake better comprehend the nature of the problem since very few studies might have been conducted in the area. Data collected from available literatures abroad as this national qualification just introduced and stipulated in Indonesia[9].

4. RESULT AND DISCUSSION

4.1. INDONESIAN NATIONAL QUALIFICATION FRAMEWORK (INQF)

It is stipulated in the President Regulation Number 8 in the year of 2012[2] that INQF consist of 9 levels. The descriptor made aiming that all sectors, especially the Ministry of Education, Ministry of Labour and National Certification Authority Body take part in realizing it in accordance with their individual roles and functions. It is also stipulated in the Article Number 1 point (2) that learning achievement is an acquisition of knowledge, attitude, skill, competency, and the accumulation of experiences through individual internalization. Hence, in the Article Number 2 point (2), the qualification divided into 3 layers. Level 1 up to 3 for operator, level 4 up to 6 for technician or analyst, while level 7 up to 9, for expert. Additionally, each level are subject to the general competencies such moral, ethics and good personality in doing job at work place, religion of trust in God The Almighty, able to cooperate, empathy on work environment, able to honour diversity of culture and beliefs, religion, and do not act against the law. For the purpose of this study the descriptor of the four level of qualification, from the first up to fourth level are described herein.

The first level indicate that a person who qualify for this level must able to execute

simple tasks, limited, routine by using tools, equipment with the existing standar operating procedures, under supervision/ guidance and by responsibility of his/her immediate superior. He/she may be responsible for his/her own task and not for others. **The second level** must able to execute one specific task by using tools, equipments, informations, with the existing standar operating procedures and show his/her quality works under supervision/guidance of his/her immediate superior. He/she is also acquired some basic factual operating knowledge in a specific task on common problem that may happened. He/she is also responsible on his/her own work and can be assigned to assist other person in his section. **The third** level qualification must able to execute a series of specific tasks by interpreting information and using equipments, tools, a number of working procedures, able to perform quality and measurable quantity of works, where part of his/her own works by indirect supervision. He/she is also acquired a complete operational knowledge, general principles and concepts in relation with a certain skill in executing and solving common problem by the appropriate methods. He/she is also able to cooperate and to communicate in his/her own work environment, responsible for his/her own works and can be responsible for other people-tasks within his/her section. **The fourth** level must able to execute a variable scope of tasks and specific case by analyzing limited information, by choosing appropriate methods of the standard operating procedure and must able to perform quality and measurable quantity of works. He/she is also able to apply general basic principle with a certain skill and able to harmonise with the common problem within his field/section. He must able to cooperate, communicate, produce written report in a limited scope, take inisiative, responsible for his/her own works and can be given responsibility to supervise others within his/her section. The Fifth Level must able to accomplish broad tasks, to choose appropriate available standard and non standard method by analyzing data, and performa the quality and measurable quantity of works. To cope with theoretical concept in certain field of knowledge and able to formulate procedural problem solving. Able to manage team work and arrange working progress and result written report,



comprehensively and is responsible on his own work/tasks and can be assigned on team work achievement.

To implement the qualification Ministry of Labour has issued two regulation to back up the application and in Regulation Number 5 of the year of 2012[3], the qualification can be entered from multi paths. For example, from the formal school. The elementary graduates can attain Level one, graduates of Secondary school can attained Level two and Third level by Senior High School. Up to this study done, there is no further regulation to apply how many credit of working experience shall be regarded as the internazalization of experience.

4.2. NQF PRACTICE IN AUSTRALIA

Australian National Qualification (AQF) explicitly defines that level 1 can be attained by graduates of elementary school who will have knowledge and skills for initial work, community involvement and/or further learning. Level 2 can be attained by graduates of secondary school who will have knowledge and skills for work in a defined context and/or further learning. Level 3 can be attained by graduates at this level will have teoretical and practical knowledge and skills for work and/or further learning. Level Graduates at this level will have theoretical and practical knowledge and skills for specialized and/or skilled work and/or further learning. Because students are increasingly staying in the school system until Year 12, the senior secondary population has become more diverse and, in an attempt to meet a wide range of needs, senior school students are now able to undertake VET subjects and qualifications (AQF Certificate I to IV) at school. This may provide incentives for potential early school leavers to complete Year 12. However it is also important that students choosing these subjects are not penalised if they want to follow a more academic pathway. This National Qualification Framework has been applied in Australia. Having so many experiences, the Government Skills Australia (GSA) has issued the descriptor of National Qualification in 2010. It is used to develop to classify and to recognize competencies as the intercept of knowledge, skills and attitude in a

specific level. Those achievements are done during the class session, laboratorium, simulation and experience at work place. The qualification is made to provide room for continous improvement, interrelation, and access to work place recognition in the national level. Australian Qualification has been applied by Vocational Education and Training, High School, and Higher Educatin. GSA did not include the elementary and junior high school in attaining national qualification due to limitation of access and compliance with labour law. Mutual recognition arrangement by Transparency of skills and qualification is needed in global market and it is provided by GSA[10]. So it is clear that level 1 up to three are gained in Senior High School and this age comply with the labour law. Moreover Shah expressed that no overlapping regulation between the territorial laws or one country to another within Australia[5]. The revolution has been adopted by Victoria University, through its program on Logistics and Supply Chain Course Pathways from Certificate I up to X(Doctoral Degree). For Diploma 3, for instance, the total units are 14, consist of elective and core competencies[11].

4.3. NQF PRACTICE IN HONG KONG

Education system, in 2000 to anticipate global market competition in the era of knowledge base, has been taken by Hong Kong government. According to Poon & Brayer [12]. The central strategy is to improve human resource aiming to facilitate long life learning by implementing national qualification framework. Revolution in education is taken. Learning structures are changed. The first step to apply qualification framework is the application of recognition of Prior Learning. The second step by training based on competency standards. The standard being the basis in developing modul, learning material and assessment. In this case competency based training and competency based assessment is applied. The qualification started from level 4 up to 7. The qualification is also a bridge between vocational and formal education by the process of competency equalization and harmonization. All sectors are induced to



recognize and to harmonize with national qualification.

4.4. NQF PRACTICE IN SOUTH AFRICA

. The implementation of national qualification in South Africa is done step by step conservatively. Since the application of competency standards, the evaluation is taken in 2003. The main goal of this evaluation is to measure the impact of qualification and to verify the indicator of its impact. The second phase is done in 2004. The main goal of this evaluation is to form the basis of the qualification result and progress. The NQF consists of ten levels. Level 1 is the equivalent of the General Education and Training (GET) Band of the schooling system – that is, the end of Grade 9. It is also the level achieved by an adult learner qualifying in Adult Basic Education and Training (ABET). NQF levels 2 to 4 are the Further Education and Training (FET) levels. Level 4 is the equivalent of the Senior Certificate awarded on completing Matric, and is also where many of the trade and occupation qualifications are located. It is the level of learning required to enter higher education or skills-based training. Level 7 is the level of a first degree (a Bachelors degree) at university, and Levels 8 to 10 are post-graduate levels. Table 1 describes the different qualification types at the different levels and the typical learning routes across the system. It was intended to produce level descriptors for each NQF level. Level descriptors communicate the value of a qualification achieved at the different levels, regardless of how the qualification was obtained. So, for example, if a person has a “level 4 qualification” – whether it is work-related or a Senior Certificate achieved through the schooling system – it is understood as being at a level equivalent to that required to enter higher education. The intention is to achieve parity of value of different qualifications at the same level, and so to enable portability. Parity means that things have the same value (to a prospective employer or to an education and training institution); portability means that a qualification earned in a workplace training environment has value in the formal system, and vice-versa. In practice, however, level descriptors have not been agreed. SAQA has

found it difficult to develop descriptors that are appropriate to both institutional qualifications and those designed to meet occupational needs, Allais [13],

4.5. NQF PRACTICE IN PHILIPPINE

Phillipine is the pioneer among ASEAN countries to implement national qualification framework in maritime, construction, tourism, aviation and electronic sectors, Miapi [14]. The steps taken are as follows: (1). To develop competency standard and guidelines. (2). To set up the accreditation of vocational education and training. (3). To provide access to higher vocational education and training. TESDA (*Training and Education Strategic Development Agency*) as the authorized agency in Phillipine has set up the requirement of training or on the job training for 320 hours as the minimum or equal to 10 weeks consecutively. This duration of training is aimed to Operator Qualification. After this training, the assessment is needed to prove the competency attainment.

4.6. NQF PRACTICE IN SCOTLAND

Scotland has a special authority agency to manage national qualification, it is the so called Scottish Qualifications Authority (SQA). This agency in cooperation with Senior Manager from Ministry of Education Office, Higher Education Representative have established one committee as Joint Advisory Committee. This committee found and valid from 2003 up to 2006. JAC is authorized to set up quality records of learning achievement of national qualification including its credit transfer between higher education. There are 10 level of qualification as written by Allais [13]. The framework in Scotland has been arranged in proper path in formal education and vocational by deciding the amount of credit to be attained at each level [13].

4.7. NQF PRACTICE IN NEW ZEALAND

Since 1980-ies competency standard has been introduced in New Zealand. The revolution on



change in education system ran smoothly as Law in Education was stipulated in 1989. This law explicitly provide the foundation of national qualification implementation and its development as well. At the beginning the level consist of level 1 up to 8 and the main focus in trading sector, engineering, machinery and automotive. The latter development and progress is to include formal education and vocational education and training. Although during the development of this national qualification, universities were reluctant to participate, recently, since 1990, and also by the law, all universities have been included and eager to participate. In implementation of NQF, New Zealand government established New Zealand Qualification Authority to set up Qualification in cooperation with Stakeholders. For Instance, Level 5 of Kitchen Operational Management consist of 120 Credits, where 20 credits from elective units of competencies, 45 credit as compulsory, 50 units of core competencies and 5 units as the balance[15].

5. CONCLUSION

The most essential element in developing qualification is to set up the policy of a series learning processes and amount of credit to be attained at every sector. The inclusion on elementary and secondary school in national qualification is not recommendable as it is tending against labour law and will later on contradicts on the longer of 12 years education such as common practice in Australia. However from informal working experience, it is usefull as a guidance of portfolio. The simple implementation as done by Philipphine is a good example to empower workforce entering global labour market for high school graduates. Australia, New Zealand and Scotland are implementing countries with better design in providing access to formal, vocation, experience to enter qualification. While Pihlipphine is closer to Indonesian context by implementing 320 hours of training and assessment to fasten entry to global labour market which taken by graduates of senior high school. As recommended by Tuck it is necessary to identify the result of learning achievement by assessment. Based on Becker theory on human capital some units of competencies in qualification are highly regarded by end user in labour market[16]

The implementation of INQF is about the time when we refer to what Tuck has mentioned above tha a series activities shall be taken. When we refer to the Education Law Number 20 in the Year of 2003, it is mentioned therein that competency certification shall be implemented by independent certification Body[17]. Afterward, in the year Of 2004 the Government Regulations On Auhtority Certification Body is established[18]. Through the latter authority, the National Certification System has been issued and implemented nationally[18]. All tools are on hand to achieve the better certification scheme, qualification, where guidance and scheme are expected from all sectors to be implemented [19]. As it has been done by Hong Kong, a revolution in training and education is mandatory.

6. LIMITATION AND IMPLICATION

6.1. LIMITATION

The study is limited to 6 pioneer -implementor countries that may not cover all necessary information. Due to this limitation, any suggestion is expected and the further study is induced to be taken.

6.2. IMPLICATION

To prevent a lack of information in implementing the INQF, some good practices as taken by Australia, Scotland and Philipphine are fully recommended. In vocational training and education, the model issued by New Zealand Qualification Authority is one of the proper one to be adapted. While for Universities, the program from Cetificate I up to Doctoral Degree can be adopted and subject to generic competencies as stipulated in President Regulations Number 8 in the Year of 2012. [2],

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