

Professional Certification for the Tourism Workforce: A Lesson from Indonesian Public Policy

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Abstract

The Indonesian Government has introduced several policies for professional certification especially for the tourism workforce. There is a need that all employees and prospective employees should be certified to compete in the labour market both nationally and internationally however, the current policies tend to mislead the stakeholders in how to actually achieve and improve the quality of human resources in tourism. This study shows that there are several factors which can impede the professional certification because of lack of coordination, integration and awareness of how to implement the professional certification. This study identifies that the existing policies of professional certification are not effective. A SWOT analysis was used to obtain recommended strategies on the implementation of professional certification in Indonesia. Indeed, there is a need to revise several policies in order to establish better human resource development strategies.

Keywords: Professional certification, Competency, Indonesian Public Policy, Tourism Workforce

Introduction

Indonesia still faces classical problems in terms of human resources such as unemployment, job availability and competitiveness of the workforce. Data from the Statistic Centre in 2010 shows that the unemployment rate in Indonesia is about eight percent and the number of workforce has increased to 2.5 million people annually while the economic growth of Indonesia is just six percent. Jobs are available for 1.5 to 2 million people. The problem of unemployment is not only caused by quantitative gaps between supply and demand but it is also caused by qualitative gaps between the quality of job seekers and the quality of employees required by industries.

The Indonesian tourism sector can gain significant benefits from professional certification or competency certification. It is believed that professional certification can augment organizational performance, sustainable efficiency and productivity and profits (Crawford and Mogollon, 2010). This trend has triggered the Indonesian government to make a considerable effort in developing human resources. The Indonesian tourism sector embarked on its initial endeavour in 1999 by implementing Competency Based Training (CBT) and Competency Based Assessment) CBA in order to produce a qualified tourism workforce.

In the era of industrialization and free trade, the quality of human resources is the key factor for a country to be able to be competitive in the global market. The opening of the labour market requires Indonesia to improve the quality of its human resources, especially in preparation to compete in the overseas labour market. Along with the increase of sending workers abroad, the efforts of bringing in foreign labour have also increased. Generally, foreign workers have higher levels of education and skills appropriate to the needs of their country however, costs incurred for the foreign workers are much larger than the foreign exchange earnings from the services of Indonesian workers overseas.

The workforce of the future will be more selective and employers will look for prospective employees who are professional in their field and can provide evidence with certificates of their

competence from independent and credible institutions. Efforts of improving human resources, especially in the field of tourism have been done through labour professional certification programs in various areas of the tourism industry. It requires the development of competitive capabilities of the nation which should be mutual, convergent and synergistic to fulfil the demands. The government, the vocational education and training institutions, Certification Boards, Professional Associations and Industry have to combine all their strategies and policies in to a single framework that will develop human resources systemically.

In line with global changes and advancement, which are highly competitive and dynamic, all governments and countries around the world have been influenced by new challenges and found their own characters to establish and implement their human resource development policies. It cannot be denied that such policies aim to increase the quality of competitive human resources based on a principle of global acceptance. This will promote a political will for the Indonesian government to formulate related policies on human resource development especially for the tourism industry in accordance with global demand.

The implementation of a public policy has turned out to be a formidable challenge for the government. Effective efforts should be taken into account by all related stakeholders to uphold any policies which have been issued. Makinde (2005) suggests several recommended considerations to implement public policy successfully. This includes obvious goals in formulating the policy, availability of qualified human resources and adequate budget, effective communication amongst all stakeholders, encouragement of sustainability and strong supervision and enforcement. On the other hand, Hoppe (2002) claims that a malfunctioning system has often been a source of the problem in implementing public policy. Best practices of public policy are always the target in the implementation of public policy, but it should be sustained with a strong system.

The existing policies in Indonesia have created gaps in professional certification. In the implementation, the policies have provided confusion and different interpretation for stakeholders especially in tourism industry. This study examines several important issues of the existing policies so that all stakeholders (policy makers, industry, training providers and academic scholars) can value and evaluate the current problems of certification in Indonesia.

Competency Based Training (CBT) system and Professional certification in Indonesia

Competency has been defined as a knowledge, skill and attitude which will be achieved in line with particular standards and in accordance with particular conditions. However, Berqiri (2010) argues that system of competencies also includes values, emotions and routines instead of knowledge, skills and attitudes. Furthermore, definition of competency consists of three dimensions which include 'observable performance', the standard or quality of the outcome of the person's performance' and 'the underlying attributes of a person' (Hoffmann, 1999). ACTRAC (1995) suggests that competency should consist of 'task skills', 'task management skills', 'contingency management skills' and 'job/role environment skills'. Draganidis and Mentzas (2006) present a range of definitions of competency from different authors and they contend that those definitions can provide an understanding of different aspects of competency.

CBT has been perceived as a movement from traditional training to flexible training. In traditional training, trainers as subject matter experts do not really facilitate learners using various delivery modes in the learning environment. Flexible training, however, will focus on outputs (demonstrable learning) rather than inputs (type of teaching), what is learned rather than the time it takes to learn it or breaking learning of skills into measurable outcomes. Furthermore, CBT has become the 'new orthodoxy' and is a more holistic approach to competence in the area of vocational education and training (Williamson et al, 2003). The movement to occupational competencies alters the learning to the context of labour and organizations. Leung (2002) also argues the movement of CBT emerged as a result of the competition of the global economy and the global demands of a national workforce.

Certification is required to recognize competency of the output of CBT through CBA. Certification identifies a great validation of professionals skills based on specific standardized practice

in a certain profession (Ingvarson, 2013). Sustainable development of best practice is aimed at the certification system therefore certification targets on quality of standards application. CBT and CBA has been fast becoming the trend of vocational education in Indonesia. Indonesia has attempted to implement the CBT system since 1999 when the Indonesia Australia Partnership for Skills Development Program first introduced this concept in Indonesia and the government formed a Steering Committee of the Taskforce on Vocational Education and Training (Robinson, 1999 and Ministry of Education and Culture, 1999). CBT has been designed by an independent association of industry which will acknowledge the qualification of the students and employees based on the competencies they have. All the Indonesian training institutions should be made aware that they have a relevant and quality education and training system. The Indonesian government through the Ministry of National Education and Ministry of Labor and Transmigration has committed to implement CBT and CBA systems. All the competencies and certification of qualifications for a particular industry are designed and issued by an independent association called Indonesian National Professional Certification Authority (Badan Nasional Sertifikasi Profesi or BNSP). The Indonesian Government started to implement the CBT system as a strategy to improve the quality of human resources. The reformation of the Vocational Education and Training (VET) system aims at preparing the Indonesian workforce to compete with other countries in the APEC free trade area (Ministry of Education and Culture, 1999). There is a need to equip the Indonesian workforce with adequate skills in order to satisfy the demands of the economic and social situation in Indonesia (Robinson, 1999).

The CBT system in Indonesia has been designed based on the implementation of CBT in Australia. In 1994, the Indonesian government conducted bilateral consultations with the Australian Government and then in 1995 the Indonesian government conducted a ministerial visit to Australia to gain support for the development of the VET sector. As a result, AusAid then established IAPSD in 1997 to assist the Indonesian Government to improve the workforce skills in selected industry sectors such as tourism, agriculture and automotive at various locations. Particularly in the tourism sector IAPSD had officially commenced a project in 2000 in a city called Makassar through Makassar Tourism Training Project. This project aimed to produce competency standards and teaching, learning and assessment materials.

Furthermore, the Indonesian government has realised that the previous national education system which was introduced in 1999 is not an integrated system. The '1999 Education System' lacked emphasis on the development of skills and knowledge especially in the VET sector. As a result, the Indonesian government has reviewed the previous education system and has stipulated that the new legislation of Education System which has more focus on the implementation of competency in the area of vocational training.

This commitment resulted in establishing an independent organisation which is called the BNSP. All the competencies and certification of qualification will be authorised by this institution. The competency standards developed by IAPSD needed to be reviewed based on the nature of the workplace in Indonesia and the demand of the workplace in the Asia Pacific region. Therefore, the BNSP has assigned Professional Certification Boards of each industry under supervision of a related ministry to design and develop competency standards. The developed competency standards will be then authorised by the BNSP as Indonesian National Competency Standards which will also be utilized in conducting assessment for requiring professional certification.

Research Methods

The aim of the study was to examine the policies of professional certification for the Indonesian tourism workforce therefore this study focuses on all policies which have been stipulated by the Indonesian government regarding professional certification system. The policies include acts, governmental regulations, presidential regulations, ministerial regulations, guidelines of BNSP, and regulations of the General Director which are relevant to the certification system and competency assessment for the tourism workforce.

This study will examine the Indonesian policies including Act 13/2003 regarding Employment, Act 20/2003 regarding the National Education System, Act 10/2009 regarding Tourism, Government

Regulation 23/2004 regarding The Establishment of Indonesian National Professional Certification Authority, Government Regulation 31/2006 regarding National Vocational Training System, Regulation of President 8/2012 regarding Indonesian National Qualification Framework, Guidelines of Indonesian BNSP 301/2006 regarding Guidelines of Implementing Competency Assessment, Guidelines 201/2006 and 202/2006 regarding Formation of Certification Board of Third Party, Guideline 215/2007 regarding Formation of Certification Board of First Party and Guideline No. 216/2007 regarding Formation of Certification Board of Second Party.

Analysis of certification policies focuses on the coverage of components of certification sub system, objectives of competence certification; authorities, role and responsibilities of all stakeholders; form of competence recognition; and application of sanctions. Structured interviews were conducted with respondents from industry, assessor and managers of certification board. The respondents were chosen purposely based on the aims of the study. A study of documents of those policies was also conducted to dig up all necessary information regarding the professional certification in Indonesia. Finally, a SWOT analysis was also conducted to come up with recommended strategies regarding the implementation of professional certification in Indonesia.

Result and Discussion

Policies of professional certification for the tourism workforce include all kinds of policies stipulated by the government and all institutions which are appointed and given authorities to manage, to direct, to conduct and to monitor the implementation of competency assessment for current employees or prospective employees in the Indonesian tourism sector as an integral part of the professional certification system in the tourism sector. These policies consist of acts, governmental regulations, Indonesian Presidential decrees, related ministerial decrees, directorate general decrees, and BNSP guidelines. All kinds of policies have become an integral part of the system used as a guideline to implement professional certification of the tourism workforce in the tourism sector.

Sub System of Certification

The Indonesian professional certification system is considered as incremental policies. This means that the current policies are the consummation of previous related policies so that the existing policies can accelerate with the current and future development and global demand. In order to prepare a globally competitive national workforce as well as to improve the competitiveness of national products and industry, the government has stipulated several strategic policies which are based on the development of competency of a workforce through a system of education, training, development, and professional certification.

In particular, the professional certification for the tourism workforce has been regulated in the Indonesian Act No. 10/2009 regarding the Tourism Industry. This Act has been an effort to increase national tourism by developing professional human resources who can manage natural resources and increase tourism potential so that Indonesia can possess a strong competitive position in the world and thus achieve prosperity for its people. The Act has placed great emphasis on the development of tourism in that tourism is an integral part of nation building which is implemented based on a systematic, well-planned, comprehensive, sustainable and accountable approach considering the protection of religious values, living culture in the community, preservation and quality of the environment as well as national necessity (general provision verse c); and tourism development is required to support equity of business opportunity and benefits as well as to face challenges of local, national and global change (general provision verse d).

The limitation of meaning and concept of professional certification for the tourism workforce is emphasized in article 1 verse 11 of the general provision of the Act that competence is a range of knowledge, skills and attitude which should be possessed, understood and mastered by any workers in the tourism sector in order to improve work professionalism. This policy strongly regulates that all related stakeholders which include educational institutions, training centres and industry must be integrated to improve professionalism of the tourism workforce.

The new paradigm in developing the quality of the Indonesian workforce rests in three main pillars including work competency standards, CBT, and professional certification conducted by independent institutions. Competency standards are required to be established and developed in all sectors or fields of professions and they should bring up the needs of the certain industry. It is very significant to meet the needs of an industry so that the competency standards can be acceptable in the work market both nationally and internationally. The Indonesian competency standards will be utilized as guidelines to develop training programs. For the sake of the needs of developing CBT, the Indonesian competency standards should be arranged and developed from all components to become an integrated system of CBT.

It is hoped that the formation of a professional and competent Indonesian workforce in a certain level of skills and expertise which is in line with a pathway and qualification of position or job is conducted through a process of structured and planned training programs through CBT. This principle is formulated in article 3 of Government Regulation 31/2006 that the basic principles of vocational training: a) it is oriented to the needs of a work market and human resource development; b) it is based on occupational competency, c) it is a mutual responsibility of industry, government and community, is a part of lifelong professional development; and d) it should be fair and indiscriminative.

The three pillars in developing the quality of the Indonesian workforce are required to be synchronized into a national vocational training system. This national vocational training system is to guide public policies so that the vocational training is conducted purposively, systematically and synergistically in all fields, sectors, institutions and training centres. The system aims to achieve the objective of national vocational training efficiently and effectively.

Currently, research findings in terms of coverage of policies of professional certification for the tourism workforce reveal that the existing policies are still partial and inconsistent. The current policies have regulated that there are differences amongst components of the certification subsystem including VET institutions, internships, industry and professional associations, and certification boards. It was observed from the current Acts related to professional certification that sub components of certification system including operationalization of education/training institutions and industrial internship/apprenticeship are regulated separately in different ministries. The Indonesian national education system which includes the VET system is regulated in Act 20/2003. The workplace and vocational training for workforce is regulated in Act 13/2003. The certification of business enterprises and professional certification for the tourism workforce is regulated in Act 10/2009. As a result this can impede the process of coordination in implementing the policies. Thus, the policies are likely to create difficulties in achieving goals of certification to form professionalism of the workforce.

In regard to the policies of professional certification, based on several interviews a number of problems were found. Firstly, the policies of professional certification for the tourism workforce are still overlapping and are not synergic. As a result the implementation is still based on a budget driven model. Each technical ministry only focuses on their own fields and they only implement the competency assessment based on their available budget. Secondly, there are many certificate holders of professional certification whose competence cannot be guaranteed because they do not have knowledge, skills and professional attitude that meet the needs of their particular industry or profession. This condition has been worsened by a poor system practiced by the tourism industry where tourism and hospitality enterprises do not implement the Indonesian National Competency Standards in their operation. Thirdly, the existing policies have created gaps in professional certification. In the implementation, the policies have provided confusion and different interpretation for stakeholders especially in tourism industry. Fourthly, in Indonesia there is no one institution which can coordinate and integrate the system amongst education institution, training institution, and industry as well as local governments so that all processes can be implemented systematically.

It is ideal that policies regarding vocational education/training, internship and certification should be co-ordinated into a comprehensive policy that regulates all aspects of professional certification. The implementation of the policy will benefit from the synergic effort through formation of a national vocational education and training body which should be responsible to control the

implementation of vocational training, apprenticeship and professional certification. This body can be similar to Australian Skills Quality Authority which is responsible to coordinate vocational training, workplace training and professional certification. ASQA is committed to enhance collaboration amongst industry bodies, employers, governments and registered training organizations (Australian Skills Quality Authority, 2013). The current body called BNSP is the only body that has authority and responsibility to implement professional certification, however, this task is only a small part of the whole actual professional certification system.

Finding out about inconsistency of the policies of professional certification reveals that the policies can lead to multi-interpretations towards professional certification. The policies are out of alignment with each other. This unsynchronized condition tends to appear in all levels of law and regulations. Inconsistency of the policies can be found in the contents of the same law amongst articles of the law. In Act 10/2009 regarding tourism, it is clearly stated that all employees in tourism industry shall possess competencies based on Indonesian National Competency Standards. The competencies can be gained through training programs in vocational training institutions. However, the recognition of competence shall be done through certification by a professional certification board which is licensed by BNSP as stipulated in Government Regulation 23/2004 instead of by the vocational training institutions. Internship

Furthermore, it is also stated in Act 13/2013, Article 18 verse (4) that to implement professional certification an independent body should be established and the body is called BNSP. However, article 18 is conflicting with article 23 that employees who attended internship program are entitled to receive recognition of qualification of vocational competency from the company or certification board. In article 13 verse (1) states that vocational training is conducted by any government or private vocational training institutions. On the other hand article 13, verse (2) provides another conflicting emphasis that vocational training can be conducted in training centres or **the** workplace.

Based on interviews it was found that there are inconsistencies in the form of certification implementation, authorities of certification institution, and means of gaining certificates. Therefore, the policies have triggered misinterpretation from all stakeholders. In turn, this can actually impact on the quality of workforce certification. There is a need to synchronize the policies so that the results of the implementation will lead to the same outcomes. The synchronization aims to acquire mutual understanding and interpretation on education, training, authorities of institutions, and implementation of certification so that all sub systems of professional certification will move forward based on their tasks and responsibilities and they can also be synchronized and controlled under a national body.

Another fact which was found regarding the policies of professional certification is the difficulty in achieving the objective of the certification system. It can be evidenced that each institution related to certification in the components of certification sub-system possesses their own authorities which lead to different roles in the implementation of certification. This can impede the synchronization of the policies. For example, the BNSP possesses authorities to manage professional certification and competency assessment and on the other hand the Professional Accreditation Body **at** the provincial level possesses authorities to manage accreditation of education and training institutions. This can create confusion because the standards of accreditation of institutions cannot meet with the demands of professional certification.

Objectives of Professional certification

The purpose of professional certification for the Indonesian tourism workforce is affirmed in the general provision article 1 of Act 10/2009 on Tourism. It is stated in verse (12) that certification is a certification process for businesses and tourism workers to support the quality improvement of tourism products, services, and management of tourism.

Professional certification is a process of issuing certificates of competence which is conducted systematically and objectively through competency assessment based on the National Competency Standards, international standards or specific standards. A certificate of competence is written proof published by an accredited professional certification board stating that someone has mastered certain

competencies based on the Indonesian National Competency Standards. The certificate is issued in accordance with Indonesian National Qualification Framework which is a levelling framework of qualification used to juxtapose, equalize and integrate education, vocational training and work experience into recognition of competence in the line with job structure of a certain field.

It can be seen in Act 13/2003 on Employment that all employees are entitled to obtain and develop their competence in accordance with their talent, interest, and ability through training programs (article 11); the development of vocational training and internship aims to increase relevancy, quality and efficiency of the implementation of vocational training and productivity (article 29); employee's placement is directed to place an employee into a position which is suitable with the expertise, skills, talent, interest and capability by considering value, dignity and legal protection.

The result of the interviews has strengthened the findings that professional certification only focuses on recognition by presenting a certificate of competence through competency assessment. The objectives of the certification do not deal with the quality improvement in terms of the certification process and the way of acquiring and maintaining competence of an employee through education, training or internship.

In order to obtain job competencies, the workforce development program is conducted through the CBT system which is in accordance with the Indonesian National Competency Standards. It is stated in Act 13/2003 article 1 of the general provisions that vocational training is a comprehensive activity to provide, acquire, improve and develop vocational competence, productivity, discipline, attitude, and work ethic at a certain level of skill and expertise and qualifications in accordance with the level of position or job (point 9); vocational competence is the capability of each individual including aspects of knowledge, skills, and attitudes in accordance with established standards (point 10); and internship/apprenticeship is a part of organized vocational training system which is integrally implemented training programs in training institutions by working directly under the guidance and supervision of an instructor or worker/labourer who is more experienced in the process of production of goods and/or services in a company in order to master certain skill or expertise (point 11).

Further provisions on the vocational training are stated in articles 9, 10, 11 and 12 of Act 13/2003. Firstly, vocational training is implemented and directed to equip, improve, and develop job competencies in order to improve skills, productivity, and welfare. Secondly, vocational training is conducted based on the demand of a work market and business both internal and external job relations; vocational training is conducted through training programs in accordance with competency standards; procedures of establishing competency standards shall be regulated by a decree from the minister. Thirdly, each worker has the rights to acquire and/or enhance and/or develop job competencies according to their talents, interests, and abilities through workplace training; lastly, the employer is responsible to improve and/or develop job competence of employees through workplace/vocational training; the improvement and/or development of competence is required for employers based on the requirements set out by a decree of the minister; and every worker/labourer has the same opportunity to participate in vocational training in accordance with their duties. These articles clearly outline that vocational training is an integral part of the quality improvement of a workforce by increasing their competence based on the demand of a labour market and business trends. The certification should be based on the Indonesian National Competency Standards in accordance with the interests, talents and abilities of the labour. Therefore, in terms of improving the competence of the workforce, employers are responsible to develop and provide equal opportunities for employees in workplace training.

CBT in Indonesia is a vocational training system that focuses on the mastery of work ability including knowledge, skills, and attitudes in accordance with established standards and requirements in the workplace. The training is conducted by any training institutions such as government institutions, institutions which have legal entities or private institutions that have met all requirements to conduct training programs. Therefore, all training institutions should be accredited by a body or institutions which have been given authority. Accreditation is a process of formal recognition to state that an institution has fulfilled all requirements for conducting training programs. However, the training programs need to be controlled by a specific body like a Registered Training Organization.

In Australia and Germany issuing a certificate of competence to employees is not the objective of certification but it is the final result of a process of training between VET, Registered Training Organization and industry. They clearly focus on the quality of training and the implementation in industry so that the institution should guarantee the competence of every trainee who is able to finish certain training by issuing and presenting certificate of competence. If the community or users of the output consider that there is no appropriateness between certificate and competence required, they can actually access directly and lodge an objection to the institution that issued the certificate. In this case, there is a certain body such as ASQA which plays a significant role to develop standards and conduct a tough accreditation to institutions and professional certification. How can we assure about the quality of the certificate of competence holders if they never attend any education and training although they are experienced in the industry. On the other hand, the tourism industry currently does not apply the Indonesian National Competency Standards.

All in all, based on the result of observation of certification system policies it was found that the objectives of current professional certification only focuses on the issuance and publication of a certificate of competence to employees or prospective employees who have attended competency assessment in an assessment centre or professional certification board. The fulfilments of basic requirements in terms of underpinning knowledge, skills and attitudes as well as experience that support an employee's competence do not become the main focus of certification board in conducting certification. Therefore, in order to improve the quality of professional certification for the tourism workforce, it is ideal if the policy of professional certification in tourism should be seen as the totality of the system. The delivery of a certificate is only the final result, but the most important aspect is the refinement of the VET system quality which is resulted from synergy among industry and training institutions.

Authorities, Roles and Responsibilities of Stakeholders

As a follow up of the mandate set in Act 13/2003 on Employment, the government issued Government Regulation 23/2004 concerning the establishment of BNSP. It is stated in the consideration section of the regulation that in order to implement the provisions of Article 18 paragraph (5) of Act 13/2003, it is necessary to stipulate regulation on BNSP. It is an independent body which is responsible directly to the president as stipulated in article 2 verse (2) of the regulation. Furthermore, this body has been given authority to plan, implement and control the implementation of professional certification through competency assessment for employees as stipulated in articles 3 and 4. It is stated that BNSP has the tasks to conduct professional certification for employees and in order to implement its duties on professional certification this body grants a license to a professional certification board that meets the established requirements to carry out professional certification. The national professional certification board also has been given authorities to set the requirements and procedures for licensing a professional certification board.

Considering geographically the widespread area of Indonesia and the complexity of the scope of the professions and the number of employees to be certified, then the BNSP has delegated all licensed professional certification boards which are qualified to execute its duties. For that the BNSP further develops and establishes guidelines and standards as a reference for the implementation of the professional certification.

Each ministry and non-departmental government institution plays a central role in the implementation of the national professional certification. Those institutions act in directing BNSP's activities, including allocation of budgets in implementing professional certification in their respective fields. Each related ministry and non-departmental government institution is also in charge of evaluating and proposing standards of competency in their field of work to be set as national competency standards which are then legalized by the Minister of Manpower and Transmigration through a national convention. The related ministries and non-departmental government institutions conduct mappings of fields and sub-fields in each profession under their supervision. The mappings are conducting by considering the operational scope of business and industry as well as Indonesian National Qualification Framework.

Since the beginning of the establishment the BNSP and based on the authorities given to it, the body has commenced several strategic actions to implement and control professional certification such as issuing licenses to qualified professional certification boards; conducting training programs for assessor of competency, assessor of license and master of assessor; developing and revising guidelines and procedures; and carrying out surveillance.

However, the BNSP only possesses functional relationships with its lower level institutions such as professional certification boards and assessment centres in implementing and controlling professional certification as stipulated in Government Regulation 23/2004. In view of this several interviews were also conducted to gain point of views in terms of authorities, roles and responsibilities of related stakeholders. It was found that the nature of relationship amongst BNSP, Professional Certification Boards and Competency Assessment Centres is functional in terms of issuing license, surveillance, and implementation of competency assessment. The people who are in the structure of a professional certification board are not responsible to the institution itself but they are responsible to the board founders. It is important to think that establishing organizations should be more structural so that the BNSP can control all activities of professional certification boards including the operational costs. The operational relationship amongst BNSP, professional certification boards and competency assessment centers is a non-structural hierarchy therefore in performing their duties, certification boards and assessment centers are not obligated to carry out the duties and functions given by BNSP in maintaining the quality of certification. Certification boards only focus on the implementation of competency assessment, since funding was only limited to the cost of implementing the competency assessment instead of other operational costs. The operations of the certification boards tend to be temporary and they only form temporary committees when they require funding from national professional certification board or related ministries/non-departmental government institutions because the certification boards are lacking operational costs to fund administrative activities.

The findings show that the BNSP which was established to control the certification of workforce only possesses authorities in implementing the certification. The certification only focuses on the competency assessment. Furthermore, this body delegates its authorities to professional certification boards and assessment centers to conduct competency assessment and to issue certificates of competence. In this case, the body only provides licenses to qualified certification boards.

Another finding shows that BNSP does not possess authorities to supervise industries to apply Indonesian National Competency Standards and to implement internship for employees. The supervision and guidance to the industries are only conducted by related agencies/institutions of the government in a province or regency/city and industrial or professional associations. As a result, the focus of supervision and guidance only lies on the operational and economic aspect instead of emphasizing the development of human resources as a business investment. The impact of this condition causes a lack of relevancy amongst education/training and employment where the relevancy is a key factor in developing professional workforce.

There are many institutions established and it is difficult for them to work together in conducting professional certification. There has not been a bridge to connect amongst education and training institutions, certification institutions and industry and therefore there is a tendency that they implement their own programs individually and only focus on using up the budget they gain both from the government and the community. To me, it seems that each institution has absolute authorities and their thinking is very limited. The role of the tourism industry is also beyond of our expectation because it is difficult to get them to talk to find solutions. This point of view described that the professional certification policies has opened a very wide space to all institutions in terms authorities and this can impede coordination and synergy amongst the institutions. As a result each related institutions conduct their own programs based on their own interests and they are not working under a coordinated system.

The next finding was also related to the capacity of BNSP in the certification system. The body is not authorized to conduct accreditation to education and training institutions which implement CBT. It can be believed that learning materials, trainers/lecturers, facilities and infrastructures used to develop employees' competence may not meet with requirements of competency standards. The

authority of accreditation has been given to different institutions and it can be coordinated. The accreditation of higher education and training institutions is conducted by National Accreditation Body of Higher Education (Badan Nasional Akreditasi Perguruan Tinggi) under supervision of Ministry of Education and Culture, the accreditation of non-formal and informal training institutions is conducted by local governments, licensing professional certification boards is conducted by BNSP, accreditation of VET high schools is conducted by local governments, and business certification is executed by local governments and related industrial associations.

Giving authorities to different institutions for accreditation of institutions related to the system of certification does not create standardized institutions because the normative guidelines used for the accreditation process differ. As a result, this condition can hamper the development of accountable and trustable certification system as the main purpose of accreditation is to maintain quality and consistency of institutional management through a set of standards.

The accreditation provisions can be found in article 16 of Act 13/2003. Firstly, all licensed private vocational training institutions and registered government vocational training institutions can be accredited by accreditation institutions. Secondly, the accreditation institutions are independent institutions which consist of elements of industry and government and they should be stipulated with a decree of a minister. Thirdly, the organization and work procedures of the accreditation institutions are regulated with a decree of a minister. Currently, the accreditation of vocational training institutions is conducted by provincial governments through coordination amongst all government agencies that are involved in the matters of employment and government agencies that are involved in the matters of non-formal education.

Instead of the licensing, the government also has stipulated sanctions when a vocational training institution mismanages the institution. These sanctions are stipulated in article 17. Firstly, an authorized institution of employment in a regency/city can temporarily suspend the implementation of a vocational training institution if the implementation of vocational training does not meet the objectives and the requirements to conduct training programs. Secondly, the temporary suspension of the implementation of a vocational training institution should come along with reasons and suggestions for improvements and it is valid for up to six months. Thirdly, the temporary suspension is applied to vocational training institutions which do not meet requirements in terms of objective of training programs (providing and developing competence in order to increase ability, productivity and welfare) and minimum requirements (availability of trainers, curriculum, facilities, infrastructure and budgets). Fourthly, if a vocational training provider does not fulfil or obey all the suggestions of improvement within six months, all the training programs of the vocational training institution shall be liable to termination. Next, if the vocational training provider still does not obey and continuingly conducts training programs without any effort of improvements), the license of the vocational training institution shall be revoked and the registration of the vocational training institution will be withdrawn. Lastly, the provisions of procedures of temporary suspension, termination, revocation of license and registration withdrawal are stipulated with a decree of a minister.

The provisions of the implementation of vocational training programs especially in tourism are set in a regulation of the Culture and Tourism Minister of Indonesia No. PM.107/DL.107/MKP/2011 regarding Guidelines of the Implementation of CBT in the Tourism Sector. This regulation has obviously required all training programs in the tourism sector to utilize an approach of CBT so that it can be consistent with the implementation of CBA as a holistic workforce certification system. Based on interviews it was found that certification system cannot be implemented and managed optimally if the synchronization and synergy of related institutions which play important roles in improving competency of workforce are not achieved. The biggest is that the accreditation of education and training institutions, vocational training institutions and professional certification boards is undertaken by different bodies using different standards of assessments. As a result, this complicates the integration of CBT and CBA. As can be found in developed countries such as Australia, they have succeeded to increase the competence of human resources. What we have to do is to be consistent in terms of academic education and vocational education so that we can actually develop human resources based on their competencies”.

This point of view has provided arguments to establish an accreditation institution which employs the same standards. The result of accreditation will then strengthen all related institutions in conducting certification of competence. Importantly, it will ensure that the all education and training institutions will have the same standards; all certificate holders of competence will be assessed using the standards; and the implementation of competency assessment will also utilize the same standards.

Furthermore the BNSP has delegated several strategic tasks to professional certification boards in controlling professional certification. For instance, the professional certifications boards are authorized to develop their own certification scheme and materials of competency assessment. As a result, the uniform quality of assessment standards and output of the assessment cannot be achieved. The BNSP should not delegate such strategic tasks so that all assessment standards can be assured when competency assessments are undertaken in all certification boards. For example, based on interviews, **assessors** get confused sometimes when they conduct a competency assessment because each certification board has their own certification schemes which are different to each other. As a result, clusters of competency units and competency assessment materials used for assessment are different in a level or in the same profession. There should be a policy which governs the uniformity of the certification schemes and clusters of competency units so that the whole of Indonesia can have one standard system. The condition has been worsened by a policy of BNSP regarding the establishment of professional certification boards. There are four kinds of professional certification boards including first party, second party, third party and proficiency certification boards. The BNSP delegates different authorities to each professional certification board in implementing certification and publishing different certificates of competence to participants.

All in all, BNSP only possesses authorities, roles and responsibilities in controlling certificate of competence through professional certification boards or technical committees of competency assessment. The body does not have authorities to supervise industry in implementing national competency standards and conducting internship. Furthermore, the body is not authorized to conduct accreditation to all education and training institutions which implement CBT and as a result standardized materials, trainers/lecturers, infrastructure, facilities cannot be assured to meet the requirements of competency standards. The body also delegates all its strategic tasks to certification boards and it can create multiple standards for assessment and result of certification. Therefore, the BNSP should be given a bigger role to control and coordinate all components of certification system including accreditation of education and training institutions.

Form of Recognition of Competence

Recognition of competence for **the** Indonesian workforce is required as it is stipulated in Act 13/2003 on Employment, article 18. Firstly, all employees are entitled to receive recognition of competence after attending vocational training conducted by state training institutions, private training institutions or any training in the workplace. Secondly, the recognition of competence is conducted through professional certification. Thirdly, professional certification can be followed by all experienced employees.

The professional certification is specifically regulated in article 61 of the act. Firstly, the certificate is a legal paper and it is a certificate of competence. Secondly, a certificate is given to a trainee as recognition of his/her achievement or fulfilment of a level of education when he/she passes an assessment conducted by an accredited institution. Thirdly, a certificate of competence is given by a training provider and training institution to participants and the community as recognition of competence for a certain job after passing the competency assessment conducted by accredited training institutions or certification board. Fourthly, all provisions in term of professional certification will be regulated in lower regulation called government regulations.

It is obvious that recognition of competence is only given to employees who have pursued vocational training and/or possessed relevant work experience in accordance with the requirements of Indonesian national competency standards. The vocational training should be conducted by an accredited training institution and the recognition is given through a process of professional certification. However, the provisions of the law can contradict each other in terms of recognition of

competence of an employee. In fact, all training institutions do not have authority to conduct competency assessment, but it is only given to all licensed professional certification boards. Based on the interview it was found that the industry actually does not really understand about the difference between certificates issued by first party, third party and professional or industrial associations. They only focus on the ability of the prospective employees or trainee who will be recruited by them. Industry only perceives that ability to demonstrate competency is the most important factor instead of papers or certificates of competence. Furthermore, currently there are multi perceptions in interpreting the policies of professional certification because the issuance of certificates is regulated in an Act.

It can be concluded that the recognition of the competence of the labour is done by various institutions instead of BNSP. This makes it difficult to gain recognition and acceptance at the national and international level. It is necessary to improve and refine policies to establish a certification system in recognition of the competence of someone who is qualified. The recognition in the form of certificates of competence should follow the ISO 17024 guidelines / IEC 2003 so that the recognition meets the principle of international acceptance. This will benefit employees due to the current and future opportunities in the international labour market that are wide open for Indonesian tourism workforce professionals.

Legal and Administrative Sanctions

The implementation of competency assessment for the tourism workforce in Indonesia is regulated through laws and regulations. It is a must for all citizens to obey and implement the policies because the policies are created to achieve a certain objective. The success in achieving the objective of policy making lies in the implementation and impact of the policy. The enforcement of the implementation of policies by policy makers is strongly influenced by the imposition of sanctions and the enforcement of rules consistently so that every citizen will obey and abide the policies.

However, the enforcement of the policies regarding professional certification is still beyond the expectation. The legal and administrative sanctions have not been implemented realistically to industry, VET institutions, professional certification board, employees and employment agencies because the sanctions are not forceful and obligatory. As a result all related stakeholders still tend to underestimate the professional certification and they fail to make the professional certification as a priority in developing human resources in Indonesia.

The type and form of legal sanctions regarding infraction of certification policies are strictly set out in Act 20/2003 on National Education System, articles 67, 68 and 69. Firstly, individuals, organizations or education providers that publish certificates of degree, competence, academic title, profession and/or vocation without legal rights will face a maximum punishment of ten years in prison and/or a fine not to exceed one billion Indonesian Rupiah. Secondly, any person who assists in publishing certificates of degree, competence, academic title, profession and/or vocation which do not meet the set requirements will face a maximum punishment of five years in prison and/or a fine not to exceed five hundred million Indonesian Rupiah. Thirdly, any person who uses the certificate of degree, competence, academic title, profession and/or vocation gained from a unqualified education institution will face a maximum punishment of five years in prison and/or a fine not to exceed five hundred million Indonesian Rupiah. Fourthly, any person who uses fake certificates of degree, competence, academic title, profession and/or vocation will face a maximum punishment of five years in prison and/or a fine not to exceed five hundred million Indonesian Rupiah. Lastly, anyone who intentionally uses fake certificate of competence without any rights will also face a maximum punishment of five years in prison and/or a fine not to exceed five hundred million Indonesian Rupiah.

Furthermore, administrative sanctions for industry or institution which do not implement professional certification system have not been regulated yet. Basically administrative sanctions can include suspension or revocation of operational license of a business enterprise of institutions that violate the regulations of certification. These administrative sanctions should be regulated and obligated in order to enforce a better implementation of professional certification policies. In addition, the classification and grouping system for business as well as compensation and welfare of employees should also be regulated based on competency of employees.

Based on interviews it was found that employees are lacking responsibilities and participation to develop the quality of workforce and they have less interest to follow the certification because there is no impact of the professional certification for positioning, promotion and compensation. Certification is also not a requirement in recruitment so that the certificate of competence becomes less useful. The application of certification is not the same as other professions such as sailors, doctors or pilots because professional certification has become a prerequisite for their job. On the other hand since 2003 the Ministry of Culture and Tourism has issued a Ministerial Regulation on business qualifications which requires business enterprises to employ certified employees but this has not been properly implemented yet up to now. Furthermore, the application of sanctions against labour and employment services is still very weak and not mandatory. This can trigger fraud and falsification of certificates of competence by Indonesian workers who want to work overseas. The direct effect of this is the mistrust of other countries on the quality of certificates of competence issued by any institutions in Indonesia.

Based on the above discussion regarding sanctions of competence certification policies, it can be concluded that the penalties and administrative sanctions against the industry, professional training institutions, certification boards and professional workforce are still not firm and mandatory so that all parties have not considered the professional certification as a priority in developing human resources. It requires more serious efforts in improving the professional certification policies with respect to the liability of policies that govern the industry in its obligation to improve the competence of employees. The industry must employ certified workers consistently to increase the responsibilities of labour and employers in improving the competent human resources. In addition, it is also necessary to socialize all policies and certification program effectively in a better way to the public, prospective workers, industry and labour. The application of sanctions of policies of competence certification should be firm and consistent.

SWOT Analysis

An analysis SWOT was used to determine the strength (Strength), weakness (Weakness), opportunity (Opportunity), and challenges / threats (threat) as follows in the implementation of current policies on professional certification in Indonesia.

Table1
SWOT Analysis on Professional certification for Tourism Workforce in Indonesia

Internal External	STRENGTH (S) 1. There are policies of certification; 2. Components of certification executors are complete 3. Master of assessors and assessor competence are available; 4. National qualification framework is available; 5. National Competency Standards are available; 6. international cooperation on certification is available	WEAKNESSES (W) 1. Policies are partial 2. There is a lack of coordination amongst agencies/ institutions; 3. Certification is not a compulsory; 4. Integration of policies is still low; 5. Synergy amongst institutions is still low;
	OPPORTUNITIES (O) 1. Certification is an absolute prerequisite in labor market; 2. Indonesia is the pioneer	“SO” Strategies 1. To Implement policies of certification consistently 2. To increasing the role of industry, professionals and

<p>professional certification in ASEAN;</p> <ol style="list-style-type: none"> There is an international trust for Indonesian tourism workforce Mutual certification system within ASEAN countries has been established. There has been an ASEAN Agreement in ASEAN Common Competency Standards for Tourism Professionals. 	<p>education and training institutions in the implementation of Indonesian National Competency Standards;</p> <ol style="list-style-type: none"> To improve the quality of assessors, Indonesian National Competency Standards, professional certification boards and assessment centers; To develop appropriate standards of occupation and profession based on Indonesian National Qualification Framework; To apply ASEAN competency standards in the certification scheme 	<p>Indonesian National Competency Standards in all vocational training institutions;</p> <ol style="list-style-type: none"> To encourage responsibilities of labor and industry in the professional certification To increase synergy of institutional organizations of all certification boards To encourage the improvement of welfare of certified labor
<p>Threat (T)</p> <ol style="list-style-type: none"> Each country prepares a certification system that refers to international standards; There has been an increasing competition on the quality of labor There is an opening of ASEAN community in 2015. 	<p>ST Strategies</p> <ol style="list-style-type: none"> To improve the quality of professional certification system To improve coordination of stakeholders in the implementation of professional certification. To improve the quality of facilities and infrastructure of CBA To develop sustainably competency standards 	<p>WT Strategies</p> <ol style="list-style-type: none"> To increasing awareness and concern of stakeholders in the professional certification; To involve and empower all related stakeholders in the implementation of labor competence certification.

Conclusion

The results of the analysis and discussion regarding policies of labour professional certification systems for tourism can be summarized as follows:

Firstly, the coverage of labour professional certification systems for tourism is still partial and not systematic so that it can potentially complicate the objectives achievement of the certification system.

The current certification system distinguishes sub components consisting of VET institutions, apprenticeship/internship, industry and professional associations, and certification boards. Secondly, the purpose of professional certification is more oriented to the issuance and delivery of certificates of competence for employees or prospective employees who have completed competency assessment in an assessment centre or a certification board. Fulfilment of basic requirements of underpinning knowledge, skills and professional attitudes and experiences that support competence have not become the main focus of the certification board in implementing professional certification. Thirdly, BNSP only has authorities, roles and responsibilities in controlling the certificate of competence through professional certification boards or technical committee of competency assessment. BNSP does not have any authorities to monitor the industry in implementing and executing Indonesian National Competency Standards and apprenticeship. In addition, the BNSP is also not authorized to carry out the accreditation of vocational training institutions that implement CBT so that the standard materials, instructors/lecturers, facilities and infrastructure cannot be believed to meet the requirements of the

competency standards. BNSP also hands over partly some strategic tasks of controlling the professional certification to professional certification board, such as the preparation of certification schemes and competency assessment materials, as a result the quality of assessment standards and results of assessment can be different. Fourthly, recognition of competencies is undertaken by various institutions instead of BNSP. Thus, it is difficult to gain recognition and acceptance at the national and international level. Finally, penalties and administrative sanctions against the industry, vocational training institutions, certification boards and professional workforce are still not firm and mandatory so that all parties have not prioritized the professional certification in developing human resources.

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