BRIEFING ON INDONESIA: Quality Assurance in Higher Education

Ⅰ. The Higher Education System

(1) Jurisdiction over higher education

Different ministries have jurisdiction over different fields of higher education in Indonesia. The Ministry of Education and Culture (MoEC)[1] is responsible for the majority of higher education institutions (HEIs) while the Ministry of Religious Affair (MoRA) is responsible for Islamic HEIs. In addition, there are HEIs under the jurisdiction of other ministries such as the Ministry of Health.

(2) School Education System and Types of Programs

The National Education System Act (established in 1989 and amended in 2003) provides that the levels of education in Indonesia consist of preschool education, basic education, secondary education, and higher education. "Basic education," which refers to the six years of primary education and the three years of junior secondary education (a total of nine years), is compulsory education provided for free. Secondary education, which refers to senior secondary education, is divided into academic education and vocational education. In addition to regular public and private schools, Indonesia also has Islamic public and private schools that provide education from the preschool through higher education levels. As with regular schools, education at the senior secondary education level and higher in Islamic schools is divided into academic education and vocational education.

Table 1: Types of educational programs and standard learning years for basic and secondary education level

Level	Standard years learning	Typical education provider
Preschool education	1–2	Kindergarten
Basic education [compulsory education]		
Primary education	6	Primary school
Junior secondary education	3	Junior secondary school
Secondary education (senior secondary)	3	Senior secondary school

(Prepared by NIAD-UE)

Higher education in Indonesia is broadly divided into academic education, vocational education (technical and/or skills education), and professional education. Academic education is an educational program leading to conferment of a degree at the bachelor's level or higher whereas vocational education is an educational program in which to acquire applied knowledge that lends itself to a vocation. Among the vocational education programs, the specialist programs are mainly in field of medical specializations. Professional education is for studying knowledge and techniques acquired during academic or vocational education at a more specialized level that can be put to use in an occupation; it is equivalent to master's degree and doctoral degree programs. Both people who have earned a bachelor's degree in academic education and people who have a qualification in vocational education equivalent to a bachelor's degree can go on to a professional education program (see Figure 1 below).

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[1] The Ministry of National Education was reorganized into the Ministry of Education and Culture in 2011.

Table 2: Types of educational programs and standard learning years for tertiary education level

Level	Standard years learning	Typical education provider
Higher education		
-Academic education		
Bachelor's degree (S1[2])	4	University, institute, college
Master's degree (S2)	2	University, institute, college
Doctoral degree (S3)	3	University, institute, college
-Vocational education		
Diploma 1 (D1)	1	Academy, polytechnic, community college
Diploma 2 (D2)	2	Academy, polytechnic, community college
Diploma 3 (D3)	3	University, institute, academy, polytechnic
Diploma 4 (D4)	4	University, institute, polytechnic
Profession	1	University, institute, academy, polytechnic
Specialist 1	2	University, institute, polytechnic
Specialist 2	3	University, institute, polytechnic
-Professional education		
Applied master's program (S2) (equivalent to a master's program)	2	University, institute, polytechnic
Applied doctoral program (S3) (equivalent to a doctoral program)	3	University, institute, polytechnic

* See I (3) below for information on higher education providers.

(Prepared by NIAD-UE)

(3) Number and types of HEIs

    Throughout Indonesia as a whole there are more than 4,000 HEIs, including 58 public universities and 455 private universities, and approximately 5 million students studying at HEIs. Other than the Ministry of Education and Culture, the Ministry of Religious Affair and some other ministries are responsible for higher education institutions. There are more than 22,000 study programs at HEIs throughout all of Indonesia.[3]

Types of HEIs

    • University:

        An HEI that provides academic and/or vocational education in various arts, sciences, and/or technology disciplines; it can provide professional education if it meets the conditions.

    • Institute:

        An HEI that provides academic and/or vocational education in the arts, sciences, and/or

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[2] The S in S1 to S3 stands for strata (i.e. level).
[3] Numbers are provided by the Badan Akreditasi Nasional Perguruan Tinggi (BAN-PT) extracted from Pangkalan Data Perguruan Tinggi (PDPT) : https://forlap.dikti.go.id/.

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technology within a certain field; it can provide professional education if it meets the conditions; many institutes provide teacher training programs.

- College[4]:

  A small HEI that provides academic and/or vocational education in a specific field.

- Polytechnic:

  An HEI that provides vocational education within several arts and sciences disciplines; it can provide professional education if it meets the conditions.

- Academy:

  An HEI that provides vocational education in arts, sciences, and technology disciplines.

- Community College:

  An HEI that provides vocational education in one or several disciplines; it can offer educational programs leading to a Diploma 1 and a Diploma 2.

Table 3: Number of HEIs (As of 2014)

	Public	Private	Total
University	58	455	513
Institute	7	102	109
College	2	2367	2369
Academy		1332	1332
Polytechnic	38	202	240
Community college			
Total	105	4458	**4563**

(Sources: Pangkalan Data Perguruan Tinggi (PDPT))

Ⅱ. History of the Indonesian Quality Assurance System

(1) How the system developed

Development of a law-based education system

The National Education System Act of 1989 is the law that forms the basis of national education. Enacted to make every level and type of education available to all citizens, the National Education System Act brought major changes to education, including extending compulsory education from six to nine years. Later, the National Education Standards were established and mandated by a national government decree in 2005, the Higher Education Act was enacted in 2012, and the National Education System Act itself was amended in 2003.

Quality assurance initiatives prompted by the Higher Education Long Term Strategic Plan

The Higher Education Long Term Strategic Plan 1996-2005, which was formulated in the 1990s, pointed to the importance of quality assurance in higher education by emphasizing quality, autonomy, accountability, evaluation, and accreditation as five elements that are needed in the development of higher education. Continuous quality improvement in particular was positioned as a core factor for the development of all HEIs. The above five elements were given as the administrative foundation of HEIs in the National Education System Act as amended in 2003.

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[4] Refers to *Sekolah Tinggi*. It is expressed variously in English as college, school of higher learning, or high school, etc., depending on the document.

<u>Establishment of national accreditation agencies</u>

The National Education Standards of 2005 required accreditation agencies for each level and type of education. The Badan Akreditasi Nasional Perguruan Tinggi (BAN-PT[6]) conducts accreditation of HEIs and educational programs. BAN-PT was established in 1994 out of the National Accreditation Board (Badan Akreditasi Nasional; BAN), which is part of the Directorate General of Higher Education, and became an independent, non-profit organization under the direct supervision of the then-Minister of National Education in 1998.[7] BAN-PT started accreditation of bachelor's degree programs in 1996 and subsequently expanded gradually to master's degree programs, doctoral programs, diploma programs, the distance education programs offered by Open University, HEIs, and professional education programs.

Accreditation means an independent evaluation in which a third-party organization investigates whether educational programs and HEIs that have obtained operational permits are operating in accordance with the accreditation criteria. Accreditation is granted based on the results of the evaluation.

(2) National quality assurance mechanism

The National Education System Act stipulates that an operational license from the national or a local government is needed to establish an educational institution. Additionally, accreditation of educational institutions is undertaken as a system of ex-post evaluation.

The National Education Standards, which established standards in education at the national level in Indonesia, were mandated by a government decree in 2005. The National Education Standards establish national education standards for eight items (see III (2) below). They also require educational institutions to assure their own educational quality and specify that the national and local governments are to provide assistance for the internal quality assurance conducted by educational institutions. Further, they also specify that accreditation agencies are to give advice and recommendations to educational institutions, education programs, and the government.

(3) National qualifications framework

The Indonesian Qualifications Framework (IQF) was adopted by a presidential decree in 2012 as a nationwide qualifications framework in Indonesia. The IQF was formulated intentionally to make it easier to put abilities acquired through education, job training, and work experience into practical use in the labor market. The IQF is divided into nine levels with learning outcomes set for each level and presented so that one can see the corresponding level (equivalence) in the IQF for abilities acquired from education and job training, etc. The system has been designed so that learning outcomes obtained through work experience, can be measured in addition to learning in formal education and non-formal education.

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[6] National Accreditation Agency for Higher Education (NAAHE) in English.
[7] Although it is under the direct supervision of the Minister, BAN-PT's operations are independent and the Minister/Ministry has no direct influence on accreditation decisions.
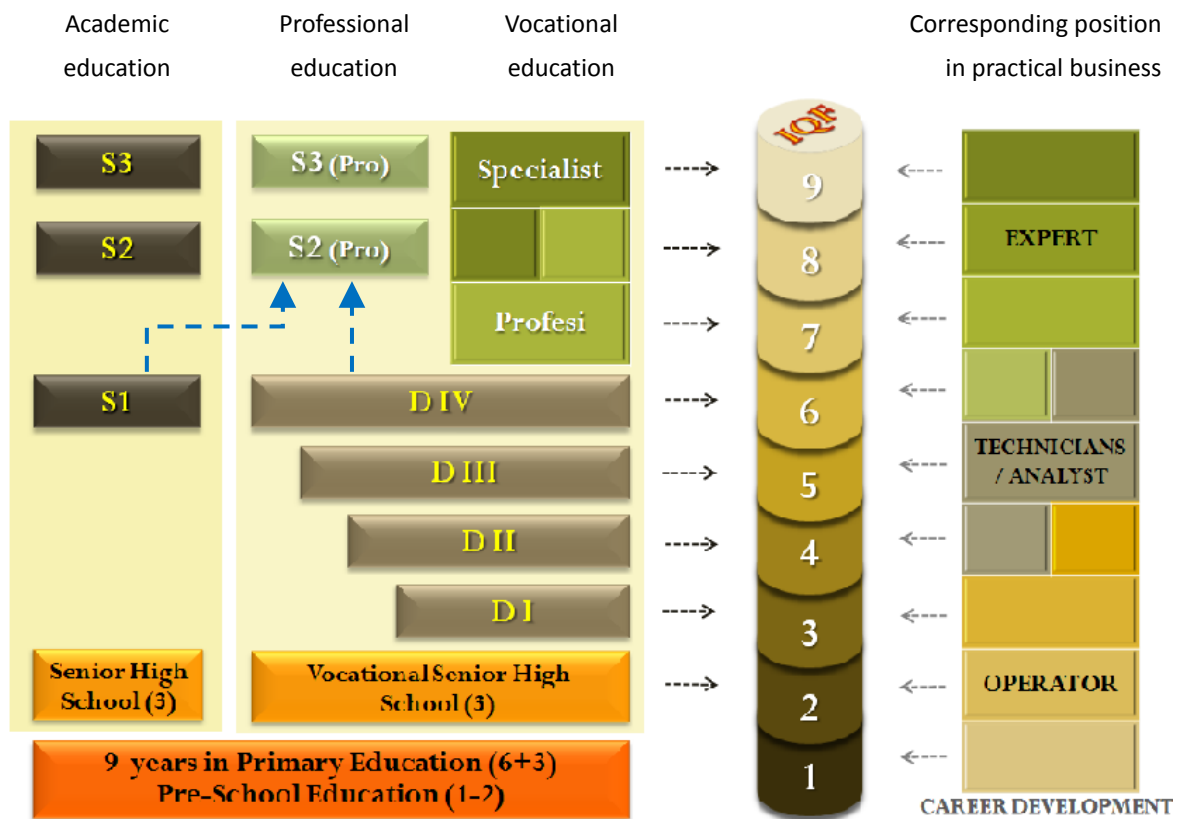
Figure 1: Types and levels of qualifications and degrees stipulated by the Indonesian Qualifications Framework (IQF)

> * As indicated by the dashed arrows, graduates of academic education and vocational education can both go on to professional education.
>
> (Provided by BAN-PT. The dashed arrows were added by the NIAD-UE based on the presentation of Prof. Dr. Hidayat Syarief, Board of BAN-PT)

Ⅲ. Overview of National Higher Education Quality Assurance System

(1) Operational licensure system

As mentioned in II (2), an operational license from the national or a local government is needed to establish an educational institution. Quality assurance organizations are not directly involved with establishment licensure; they conduct accreditation of institutions and educational programs two years after an operational license has been received.

With the amendment to the National Education System Law in 2003, it became possible to establish educational programs without government approval. This led to a drive to gradual sanction the liberalization of the establishment of educational programs and the elimination of reauthorization, starting with the freedom of HEIs with state-owned autonomous legal status[8] to establish programs.

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[8] The transformation of public HEIs into autonomous legal entities began with a Government Regulation in 2000. Institutions wishing to become an autonomous legal entity become a state-owned autonomous legal entity with recognized autonomy in terms of finance, human resources, asset management, education, and research by fulfilling certain conditions. Based on the Government Regulations, University of Indonesia, Gadjah Mada University, Bogor Agricultural University, Bandung Institute of Technology, Airlangga University, University of Sumatera Utara and Universitas Pendidikan Indonesia (UPI) are recognized as autonomous legal entities.

(2) National education standards

The National Education Standards establish standards that should be met in national education in regards to the following eight items:

1) Content	5) Educational resources and infrastructure
2) Process	6) Management
3) Graduate quality and abilities	7) Finance
4) Educational staff	8) Educational assessment[9]

All education must be improved systematically and continuously based on these standards. The Badan Standar Nasional Pendidikan (BSNP)[10], an independent, non-profit organization, manages the standards.

Additionally, there is a drive to formulate National Standards of Higher Education. At present, a draft ministerial decree has been drawn up based on BSNP's recommendations. The draft contains a provision that one semester be at least 16 weeks and defines one credit as corresponding to at least three hours of learning per week throughout a semester.[11]

(3) Internal quality assurance systems of HEIs

The National Education Standards of 2005 legally requires internal quality assurance in all educational institutions, including HEIs. The 2010 government decree on education management (Pengelolaan dan Penyelenggaraan Pendidikan) requires HEIs to conduct internal quality assurance in addition to external quality assurance by a third-party organization. The Ministry of National Education (now the Ministry of Education and Culture) produced and published the booklet Quality Assurance System of Higher Education (Sistem Penjaminan Mutu-Perguruan Tinggi (SPM-PT)) with the aim of assisting the establishment of a quality assurance system in educational institutions. The SPM-PT summarizes laws related to internal and external quality assurance and gives examples of good practices.

The data and information gathered through internal quality assurance by educational institutions is entered into a Higher Education Database[12] (Pangkalan Data Perguruan Tinggi (PDPT)) managed by the Directorate General of Higher Education in MoEC. Each educational institution manages its information and data entered into the database. Also, the results of internal quality assurance conducted by HEIs themselves are used in external quality assurance.

(4) Accreditation of HEIs and programs

The National Education System Act (amended in 2003) requires accreditation of educational programs and educational institutions that have obtained operational licenses in Indonesia. Accreditation agencies investigate whether the standards they have laid down are being fulfilled and grant accreditation accordingly.

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[9] Achievement assessment of student learning

[10] National Education Standards Agency

[11] In other words, one credit corresponds to at least 48 hours of learning (three hours per week go on for 16 weeks) in one semester. "Learning" in the draft National Standards of Higher Education includes all manner of learning activities in addition to face-to-face instruction. The draft also includes a provision on learning hours spent in face-to-face instruction.

[12] Not only information on HEIs and their educational programs, but also the names and affiliations of teaching staff and students as well as other information is retrievable in the Higher Education Database (https://forlap.dikti.go.id/).

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*This section discusses the accreditation of HEIs and educational programs—that is, accreditation conducted by BAN-PT.

Responsible organization

Accreditation of HEIs and educational programs is conducted by the Badan Akreditasi Nasional-Perguruan Tinggi (BAN-PT), which is an independent, non-profit organization, based on a ministerial decree of the then-Ministry of National Education.

Types and objects of accreditation

BAN-PT conducts two types of accreditation: institutional accreditation and program accreditation. The objects of accreditation are all HEIs for institutional accreditation and all educational programs provided by HEIs for program accreditation.

BAN-PT started accreditation of bachelor's degree programs in 1996 and subsequently expanded the scope of accreditation to master's degree programs (1999), doctoral degree programs (2001), diploma programs (2001 or 2002), the distance learning programs offered by Open University (2003), and professional education programs (2008). It started accreditation of institutions in 2003.

Validity of accreditation and review cycle

Accreditation is valid for five years for both institutions and educational programs. HEIs and educational programs apply for and undergo an accreditation review at least six months before the end of the period of validity.

Accreditation standards and evaluation perspective

The current standards specified by BAN-PT consist of the seven items given below. Initially BAN-PT had established three sets of standards (one for HEIs, one for doctoral degree programs, and one for diploma, bachelor's and master's degree programs), but it unified them by 2010. Today, the seven standards below apply uniformly to accreditation of HEIs and all educational programs. Approval was received from the then-Minister of National Education to revise the standards.

BAN-PT's seven accreditation standards:

1) Vision, mission, goals and objectives, and strategies to achieve
2) Governance, leadership, management system, and internal quality assurance
3) Students and graduates
4) Human resources
5) Curriculum, instruction, and academic atmosphere
6) Finances, facilities and infrastructure, and information system
7) Research, community service, and partnership

Accreditation procedure and decision

*common to institutional accreditation and program accreditation unless otherwise noted

a) Application preparation (self-evaluation)

Before applying for an accreditation review, the HEI or educational program provider conducts a self-evaluation according to its guideline prepared by BAN-PT.

b) Application and submission of accreditation documents

The educational institution or program provider submits accreditation documents such as the self-evaluation report and supporting materials. Upon receiving an accreditation

application from an educational institution or program provider, BAN-PT checks to make sure the application requirements are met. If the documents are not complete, BAN-PT ask the HEI to resubmit the updated documents.

c) Desk evaluation and site visit

Assessors conduct a desk evaluation and site visit based on the submitted documents and in turn submit a report to BAN-PT. There are two assessors for each study program and 3-7 assessors for each institution depending on number of study program in the respective institution. The total number of assessors is more 2000 persons.

d) Final Decision

Finally, the BAN-PT Board decides the evaluation results, which are divided into four levels: A (excellent), B (good), C (adequate), and not accredited. A result of A through C results, in which case certificates of accreditation are issued along with a description of points needing improvement and points regarding which further development is expected. The BAN-PT Board's decision is communicated to the educational institution or program provider that underwent accreditation, and there is a process for lodging objections to the decision (appeal system).

Accreditation results are reported to the Minister of Education and Culture, made publicly available, and entered into a database managed by BAN-PT (the Accreditation Directory). Additionally, the data and information used in the accreditation is entered into the Higher Education Database (Pangkalan Data Perguruan Tinggi (PDPT)), which is managed by the Directorate General of Higher Education in the MoEC. Each educational institution manages the data and information in the database.

Impact of accreditation results

Where an institution or program with an operational license is not accredited, they cannot confer qualifications and degrees. Moreover, where it is discovered that an accredited institution or program has submitted falsified information or data, or where eligibility cannot be maintained due to an unforeseen contingency, BAN-PT may revoke the accreditation or revise it downward, even before the end of the period of validity.

Accreditation costs

There is no fee for an accreditation review. All costs needed for accreditation are born by the government.

Ⅳ. Quality Assurance System Challenges and Policy

Challenges can be seen stemming from the magnitude of higher education in Indonesia. First of all there are problems related to the number of accreditation reviews. Based on the Higher Education Act of 2012, the qualifications and degrees conferred by an educational institution or educational program will be invalidated unless the institution or program undergoes a accreditation review and is accredited (ranks A through C), resulting in the need for unaccredited institutions and educational programs to be accredited by 2012. However, since many institutions and educational programs had not been accredited by the end of 2012, those institutions were given a C rank as a stopgap measure.

Related to this challenge is the issue of developing the competence of assessors and securing new assessors. As the scale of higher education expands, the number of institutions and

educational programs undergoing accreditation reviews is increasing, making the securing and development of more assessors an urgent necessity. At the same time, the training and competence development of assessors must be implemented, regardless of assessment experience. Additionally, since all the costs of accreditation are born by the government, there is the problem that the financial outlay is becoming an excessive burden for the government. On the other hand, society still expects expansion of higher education opportunities—that is, it wants more HEIs and educational programs.

In response to these challenges, there is a drive to establish a new accreditation agency, in order to achieve a balance between expansion of higher education opportunities and quality assurance. Based on the Higher Education Act of 2012, it became possible to establish Lembaga Akreditasi Mandiri Perguruan Tinggi (LAM-PT), which are accreditation institutions separate from BAN-PT, as organizations to conduct accreditation of educational programs by academic field. LAM-PTs will be institutions established respectively by professional organizations and professional associations in different fields. BAN-PT will provide advice and recommendations on their establishment. After a LAM-PT is established for each field, BAN-PT will be responsible for accreditation of institutions while the LAM-PT in each field will be responsible for accreditation of educational programs[13].

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[13] However, as of March 2014, although there is a drive to establish LAM-PTs, none have been established yet, and so at the present time BAN-PT is carrying out accreditation of both institutions and educational programs.

Appendix 1

Badan Akreditasi Nasional-Perguruan Tinggi (BAN-PT) at a Glance

Name:	Indonesian: Badan Akreditasi Nasional-Perguruan Tinggi (BAN-PT)
	English: National Accreditation Agency for Higher Education (NAAHE)
Established:	1994
Type:	Independent, non-profit organization under the direct supervision of the Minister of Education and Culture
Headquarters:	Jakarta, Indonesia
Head:	Prof. Dr. Mansyur Ramly (Chair)
Mission:	• To perform reliable accreditation with accountability in a responsible manner in Indonesia
	• To achieve the Ministry of Education and Culture's strategic plan regarding external quality assurance in higher education
Organization:	• Board: Comprised of 11 to 15 members including the chair. The Minister of Education and Culture appoints members.
	• Secretariat: Headed by the Secretary of the Agency for Research and Development of the Ministry Education and Culture.
	• Organizes expert teams, assessor teams, and ad hoc committees to perform evaluations.
Main functions:	• To formulate and implement policies related to the accreditation of higher education
	• To develop accreditation standards and tools and give recommendations to the Minister of Education and Culture
	• To spread accreditation throughout society
International organization membership:	• Asia-Pacific Quality Network (APQN)
	• International Network for Quality Assurance Agencies in Higher Education (INQAAHE)
	• ASEAN Quality Assurance Network (AQAN)
	• Association Of Quality Assurance Agencies Of The Islamic World (AQAAIW)
Website:	http://ban-pt.kemdiknas.go.id/index.php

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