Competency Standardization for Indonesian Tourism Human Resources: Implementation in Education, Training and Competency Certification

Sukma Yudistira
Hotel Management Study Program, Universitas Negeri Padang

*Corresponding email: sukma.yudistira@fpp.unp.ac.id

ABSTRACT

The increasing trend of Indonesia's tourism competitiveness has placed it as one of the priority industrial sectors in Indonesia. However, this achievement is not in line with increasing the competitiveness of human resources (HR). The national work competency standardization system (SKKN), which the Indonesian Government has implemented since 2012, has not been effective, and human resources' competitiveness has even shown a negative trend. It is feared that this situation will hamper the growth rate of Indonesia's tourism competitiveness in the future. The purpose of this study is to critically analyze the application of the SKKNI system, which is focused on education, training, and competency certification of Indonesian tourism human resources, to uncover the inhibiting factors for its implementation. This education, training, and competency certification are the main components in the performance of the SKKNI system in Indonesia. The research was carried out by reviewing the relevant literature, analyzing the processes and elements in applying the SKKNI system. Research data is secondary data collected from data sources of Government and non-government institutions and scientific and non-scientific literature available on official government websites and the internet. The research results are then triangulated to get a comprehensive picture and understanding of the application of the SKKNI system. The results showed that the implementation of the SKKN system was effective in increasing the capacity of Indonesian tourism human resources but has a tiny growth Quantitatively. The main obstacle is limited trainer, assessor, facilities, and educational, training, and certification institutions to produce trained and certified human resources of tourism.

KEYWORDS: Tourism education and training, competency certification, work competency standards, human resources, tourism.

INTRODUCTION

The tourism industry has had problems procuring skilled tourism human resources since 1990 (Sun et al., 2017).

The cause does not only come from the workforce and labor producers but also other stakeholders. For example, various surveys show that employers rarely expect schools and colleges to provide recruits with specific vocational skills (Liu, 2006). In addition, HR managers also do not believe that training and development programs produce results and are more concerned with budget efficiency (Saad, 2013). Therefore, even if there are HR development programs implemented, they become less valuable.

On the one hand, semi-skilled or unskilled labor also benefits the company from a high turnover value (Saad, 2013). In addition, the relationship between HR planning in companies and educational institutions is also inconsistent with each other. Human resources planners use a 'top-down approach, focusing on the overall needs of the industry. In contrast, vocational planners follow a 'bottom-up' approach, focusing on the job content of the training program, appropriate training methods.

Convey content and students' capacity to learn (Bécherel, 2012). As in Australia, the curriculum of higher education institutions for tourism is not aligned with the needs of the industry (Wang et al., 2010). Thus, lack of staff commitment, lack of training, and misunderstandings about what standards mean will also burden companies in terms of maintaining quality standards (Tarí et al., 2020) because unskilled human resources affect service quality and visitor experience (Yeşiltaş et al. ., 2010) (Bécherel, 2012).

This situation can be bridged with a framework that integrates human resources planning and training in a mechanism, one of which is the Work Competency Standardization System recognized by all stakeholders (Pine, 2001). The standardization system can connect

users and producers with the assurance of the quality produced as expected or offered (Spivak & F. Cecil Brenner, 2001), the process of setting characteristics that are generally uniform for particular goods or services.

Which is used to help management control, predict and minimize errors, reduce deviations among employees (Kasiri et al., 2017), and save time, cost, process, quality improvement, and measurement (Björn Münstermann & Weitzel, 2008). In the tourism industry, such regional standards can help destinations ensure the quality of tourism staff, marketing, ensuring international visitors and travel organizers of the standards used (Pine, 2001). In practice, this competency standardization system is applied in education, training, and competency certification. With this system, HR competencies can be identified, developed, trained, and measured. HR users will also be helped in the labor recruitment process without hesitation in selecting and assigning new workers (Björn Münstermann & Weitzel, 2008). Likewise, the workforce will be motivated to increase their capacity by recognizing and appreciating their competence to support and contribute to the advantages of more competitive tourism industry.

However, this standardization system cannot directly and dramatically change the situation because of obstacles in its implementation even though a country has ratified it into a policy. China, facing obstacles in the standardization system, reflects the needs and aspirations of stakeholders and the economic setting, in terms of the system's effectiveness that makes them reform their standardization system from a planned economy to a market economy (Hui & Cargill, 2017). The purpose of this paper is to examine the effectiveness of implementing a competency standardization system policy in Indonesia called the National Work Competency Standardization System (SKKN) as a mechanism to improve the competence of Indonesian human resources, especially in the Indonesian tourism sector.

This research is devoted to applying the system SKKN in education, training, and competency certification as the main components in implementing the SKKN system in Indonesia. This paper combines findings from a literature review and empirical study results from secondary data. It critically analyzes the development of Indonesia's SKKN System to reveal several vital lessons that can help plan Indonesia's future SKKN System.

Indonesian National Work Competency Standardization (SKKN) System

The National Work Competency Standardization System (SKKN) is a comprehensive and synergistic linkage arrangement of national work competency standardization components to improve Indonesia's human resources (Ministry of Manpower Regulation No. 2 of 2016). Meanwhile, the workability formulation, including knowledge, skills, expertise, and work attitudes relevant to implementing duties and job requirements, is the Indonesian National Work Competency Standard (SKKNI). In short, the SKKN system is a system that regulates the relationship between the SKKNI. Thus, the SKKN system consists of developing, implementing, harmonizing, fostering, and controlling the SKKNI. Overall, the relationships that exist in the SKKN system can be seen in the following chart:

Fig. 1. Chart of the National Framework Standardization System

Description:
K/L   : Ministries/Institutions
SKKNI   : Indonesian National Work Competency
                  Standards
SKKK   : Specific Work Competency Standards
SKKI   : Competency Standards International Work
MRA   : Mutual Recognition Arrangement
LDP   : Professional Training Institute
LSP   : Professional Certification Agency

Based on the above regulations, competency standard development activities are initial activities to produce SKKNI, SKKI, SKKK, which will be implemented and harmonized.

There are two main activities in the activity stage of standards application, namely Education and Training and Competency Certification. Both of these activities are

organized by their respective responsible institutions. The difference is that educational institutions consist of training institutions and vocational education institutions whose implementation is audited through the LDP accreditation agency. Meanwhile, the certification body, or call the Professional Certification Agency (LSP), must first obtain a National Professional Certification Agency (BNSP) license.

The last two activities are the harmonization of SKKNI, SKKK, and SKKI through Cooperation or MRA and developing and controlling the SKKN system by the relevant institutions and the ministries that oversee them. Through MRA, recognition will be obtained for the Professional Certificate issued by BNSP.

Standardization of Education and Training for Tourism Workforce

The standardization of tourism education is an issue that needs to be considered in harmony with the industrial world. For example, Koh, K. (1995) points out that most tourism management programs in the United States are designed by educators with little or no empirical input from industry. Thus, the undergraduate tourism curriculum lacks standardization and relevance to industry needs. In Laos, research (Semone, 2012) shows that the quality of hospitality and tourism training and education initiatives in Laos requires significant quality improvements if the demand for industrial human resources is met.

Thus, developing competency-based industrial training programs where all tourism stakeholders nationally recognize and enlarge the hotel and tourism curriculum at the diploma, undergraduate and postgraduate levels. It is to better align with the demands of industry employment, increase Lao teachers and trainers, and develop national and provincial centers of excellence dedicated to the education and training sector. In Turkey, research (Yeşiltaş et al., 2010) underscores the importance of tourism education in providing services that Turkey needs to compete with other Mediterranean regions where similar tourist attractions are provided. This study shows that tourism's desired economic and social benefits will not materialize without appropriate human resource management strategies. The study concludes with policy recommendations for improving the quality of human resource management in tourism in Turkey.

The alignment of educational institutions and industry needs to be strengthened to produce graduates with general business competencies and industry-relevant competencies. It is because employers value graduates and school leavers who have the following combinations: (1) basic literacy, numeracy, communication, and problem-solving skills; (2) positive work-related attitudes (e.g., dependability, cooperation, pride in work, desire to learn, and progress, etc.); (3) understanding of the business work environment; and (4) vocational knowledge and skills (Liu, 2006). In addition, it is also necessary to pay attention to changes in work organization, which are often associated with new technologies. It has changed the types of skills used in work (Liu, 2006) and impacts education and training needs (Becherel & Cooper, 2002). (Bécherel, 2012). Thus, education and training planners need to find the most excellent value in the medium to short-term market signals, including data on vacancies, movements in the unemployment rate, labor turnover, incentives, and immediacy. This information can be incorporated into the programming of appropriate training courses to address immediate and medium-term needs.

Furthermore, Richter (1986) views training needs assessment as a process that requires a close partnership between the workforce and the vocational training plan. The process begins by gathering relevant information about the current labor market and future labor situation from government departments and agencies, industry, educational, and training institutions with primary and secondary techniques and analyzing them. He advocates publishing the analysis and making it available to all stakeholders concerned with the movement. Next, it feeds training planners with information to design appropriate programs. Finally, the process should include a monitoring system to ensure that the program is relevant to industry needs, introduce improvements where necessary, and monitor graduates' career paths.

So, employee development is an essential and essential part of the tourism industry because it can help employees adapt to the organization's work environment, increase their sense of belonging, and improve their performance (Sun et al., 2017) (Qiqi & Rova, 2014). The standardization system can assist in the learning and vocational training process, not only academically but also in job extension in the industry (Boo & Kim, 2020). It can motivate students to work because they believe they did not have the necessary skills/knowledge and technical education training opportunities. Thus, the benefits of

standardization through certification help students in their job search, enhance career qualifications, demonstrate expertise and skills, and confirm that they are engaged in courses applicable to the industry. It is because certified students perform better in class than non-certified students. Taking lessons with a certification program will result in better job opportunities (Boo & Kim, 2020).

In principle, certification should demonstrate the student's competence as a prospective employee, thereby assisting the recruitment process and satisfying the employer's skills, qualifications, and abilities. For instructors, some of the additional benefits of certification for educators are offered by educators include credibility for students and industry, showing them role models, increasing professionalism, and demonstrating a commitment to students and/or industry (Deale & Schoffstall, 2015). Overall, educators believe that certifications that offer direct transfer or relevance to work will be of great value to the industry as a whole (Deale & Schoffstall, 2015).

Principles of Professional Certification

Experts widely define competency certification as a program that describes a qualified workforce's expertise. It is done through an assessment process that shows human resources have acquired the expertise, skills, and abilities needed to do a particular job (Boo & Kim, 2020; Hitchcock, 2005). This certification program does not mean that people who have not been certified can be incompetent workers, evil workers, or incompetent (Hitchcock, 2005; Moreo et al., 2018). Instead, a competency certification program implements a competency standardization system in competency certification (Moreo et al., 2018). Thus, the certification program focuses more on describing, measuring, and certifying the workforce's skills.

The role of competency certificates is also much debated about its significance in the recruitment process. Some parties think that professional certification cannot provide experience other than knowledge and expertise so that professional certification cannot be used as the primary reference. Others believe that certification is needed to facilitate companies in the recruitment process. Competency certificates can provide an overview of workforce expertise and specifications of workforce skills required by the company (Hitchcock, 2005; Marcis & Bland, 2001).

Companies also no longer need to feel unsure about the workforce's capacity being recruited and can save on recruitment costs (Marcis & Bland, 2001). Finally, another opinion accommodates the previous two arguments, namely that certification is necessary for graduates of college or vocational schools at the beginning of their careers to describe their skills and career direction. After that, it is required to re-certify for moving up the level with a prerequisite experience in diligent work (Hitchcock, 2005). This last rationale places professional certification not as an assessment of how good an individual's ability is but instead on its function and as evidence of a description and official proof of the achievement of individual skill capacities.

When someone has just graduated from education, they have no experience, and only this certificate of competence will become their guide to finding work. However, the competency certification program aims to focus on recognizing and certifying the competence of the workforce and serves to assess the feasibility of a worker from placement and salary (Samuels, 2000). Logically, a certified force will have more opportunities to be considered in recruitment and promotion and work motivation that affects wages (Hitchcock, 2005; Marcis & Bland, 2001).

Competency Certification Scheme

Implementing a certification program at the policy-making level requires elements of Government, industry, and academia. Theoretically, the Government acts as a facilitator and policymaker, academics as researchers and developers of competency standards, and industry as developers, input providers, and labor users. From a stakeholder perspective, the professional certification program has four main stakeholders who in the professional certification program can influence and be influenced by achieving the objectives of the certification program Wiley (1999). These stakeholders are (1) certification bodies, (2) consumers (or the public) and employees, (3) practitioners and professionals, and (4) employers, Government, and academia. Each stakeholder has its respective functions, roles, and relationships between the stakeholders following its position, as shown in Figure 1.

Fig. 2. Stakeholder relations in the implementation of the Certification Program

Based on Figure 1, the Government, employers, and academia initiated the professional certification program in its implementation. These three stakeholders are tasked with developing and setting competency standards that will be used as references in training and competency testing, implementing regulations, and providing facilities and infrastructure. Furthermore, the certification program is technically organized by the certification body and supported by practitioners as instructors and competency assessors. Moreover, the public and the workforce are consumers who will take advantage of the certification program.

The implementation model of the following certification program must also meet several elements for the feasibility of a certification body to be able to carry out a credible and valuable certification program. The model should be able to answer questions, based on the star model by Jay Galbraith (Wiley, 1999), with a framework, (1) why and how a certification body or certification body exists (strategy), (2) how certification bodies are formed to achieve goals (structure), (3) how the agency regulates the certification process (process), (4) how the agency recognizes and rewards persons who obtain certification (award), and (5) what methods are used to develop, support, maintain and/or utilize the professional competence of the certification holder (practitioner). In detail, each certification body has developed a strategy to initiate and maintain the mission of professional certification itself. The mission statements of these three organizations show why they exist and allude to their vision and values. Meanwhile, in the process, the agency process involves how they manage their certification process. It requires setting standards, developing test administration, evaluation, recertification, appeals, and an ethical (disciplinary) process.

In its application, according to Black & Ham (2005), there are ten essential elements of a certification program, namely; (1) program sponsorship, (2) clear communication and provision of tangible benefits, (3) affordable and appropriate costs, (4) various assessment options, (5) network of qualified and experienced program assessors, (6) structure and easy-to-use and straightforward administrative process, (7) code of conduct, (8) time frame and set of eligibility criteria for applying for certification and recertification, (9) business plan, including market analysis, marketing, and implementation plan, and (10) Distinctive and marketable program titles and logos. Furthermore, according to Wiley (1999), the main criteria discussed regarding certification participants include education, experience, examinations, ethics, recertification, and money. These criteria are used in the eligibility requirements for certification. So the certification body consists of these criteria in determining the eligibility of participants in the certification program.

Achieving a high level of public and industrial trust, certification programs must also impose sanctions and support from the profession and industry as a whole (Hashimoto, 2003). When there is an award, there must also be a punishment. It also applies to the implementation of the competency certification program for its success and sustainability. This support is from the Government and the users of this certification program, namely industry and professional associations. Hashimoto (2003) also asserts that all professionals, employers, and customers should trust certification as a promise of high quality that will benefit their business. As a result, certified people will become valuable assets worthy of being recruited by the industry. Furthermore, if the enterprise assumes that certification produces superior workers, then certified persons should take precedence over uncertified persons if all other certificates are equivalent. In the end, it can be said that qualifications will and/or should have an essential meaning in the recruitment process and become a certificate that is potentially readily identifiable (Moreo et al., 2018).

METHODS

Methods This research method used the document analysis method using secondary data, namely documents from existing data in Government and non-government institutions and relevant literature available on the

internet. The data collection technique collects all legal documents and state regulations related to the system SKKN, specifically in Tourism HR, available on the internet. The data is then analyzed, starting with the state laws and regulations and followed by a decree. This data is grouped according to the input categories (facilities and infrastructure, human resources, institutions), process (implementation of SKKNI in education and competency test), and output (recognition of competency certificate implementation and supervision). The following analysis data will assess the ability of the SKKN system from the aspect of quality and quantity.

RESULTS AND DISCUSSION

Institutional Competency Standardization System

The institution in charge of implementing the system SKKN in Indonesia is called the National National Certification Agency (BNSP), regulated under Government Regulation no. 23 of 2004 to become an independent and trusted professional certification authority in guaranteeing the competence workers at home and abroad. BNSP is described as an independent body responsible to the President who has the control as a personnel certification authority and is tasked with implementing professional competency certification for workers. The Indonesian Government claims that the establishment of the BNSP is a form of implementing a new paradigm in the workforce.

There are two basic principles, namely (1) preparation of workforce based on user needs (demand-driven); and (2) the training process as a vehicle for preparing the workforce is carried out using a competency-based training (CBT) approach. The development of the workforce preparation system with this new paradigm began in early 2000, marked by signing a Memorandum of Understanding (SKB) between the Minister of Manpower, Minister of National Education, and Chairman of the Indonesian Chamber of Commerce and Industry. As a result, there has been synchronization and balance in initiating the implementation of the certification program between stakeholders in the fields of education, industry, and employment.

Meanwhile, the institution responsible for implementing education is carried out by vocational study programs and vocational high schools (SMK). The vocational study program offers a degree education structure for students

with a vocational or diploma-based basis, and SMK is a vocational or vocational-based secondary school. The Government and the private sector organize both types of Institutions.

Competency Standards and Harmonization

For competency standards used as references by formal and informal tourism education institutions and LSPs in formulating schemes, organizing education and training, and conducting competency tests are set out in the form of SKKNI, national standards, and international standards. This standard is prepared through input and needs analysis from stakeholders such as the Government, academia, industry representatives, and labor associations. In the formulation process, it also adopted the ASEAN Qualifications Reference Framework (AQRF).

Furthermore, in the tourism sector, apart from adopting AQRF, it also adopted the ASEAN Common Competency Standard for Tourism Professionals (ACCSTP). This competency standard had also received recognition from the ASEAN tourism minister through the ASEAN Mutual Recognition Arrangement on Tourism Professionals (MRA-TP) in 2012. Based on this mechanism, the competency standards that have been set can be judged to be relevant, acceptable, valid, flexible, acceptable, and be equalized for the ASEAN region.

Application of the SKKN System in Tourism Human Resources Education and Training Program

The application of the SKKN system, in the form of an education program, is carried out at formal education institutions or tourism vocational education institutions and informal education institutions. Education in formal education uses structured education and degrees. Meanwhile, the training program uses a short per competency training scheme based on the scheme set by BNSP.

The form of implementation in formal education institutions is to adopt competency standards that have been set by BNSP into the curriculum and require graduates to have competency certificates held by BNSP and/or LSP before graduating. The sciences that are widely studied are generally hospitality management, hotel business, hotel management, travel business, travel business management, travel business, ecotourism, agrotourism, tourism destinations, Tourism Planning and

Marketing Management, culinary, catering, and Convention Services Business, Incentive Travel and Exhibition (MICE) (https://banpt.or.id). This knowledge is one of the many needed in the Indonesian tourism industry (bps.or.id).

Formal educational institutions that play a role in implementing the SKKN system are Tourism Vocational Education Institutions in tourism vocational high schools (SMK) and study programs under the auspices of universities, tourism colleges, and tourism academies. This vocational and vocational study program is characterized by a vocational or competency-based education structure that refers to the Indonesian national work qualification framework (KKNI) at level 2 for SMK, level 3 for Diploma-I, level 4 for Diploma-II, Level 5 for Diploma- III, and Level 6 for Diploma-IV.

In quantity, there are 189 active and accredited tourism vocational study programs (https://bnsp.go.id/). Most of these study programs are managed by the private sector or the Government, and 131 govern the private sector drives only 49 study programs. Of the 49 study programs managed by the Government, only two study programs are included in the top 10 institutions with the highest number of students. The other eight are in the range of 300-500 students, and the rest are below 300 students. Meanwhile, there are 2,138 vocational high schools (SMK) (http://datapokok.ditpsmk.net).

Based on PDDIKTI data (studyhttps://forlap.kemdikbud.go.id), the number of active students in the vocational tourism program from 2016 to 2018 consistently increased by 23% and 17%, respectively. However, in 2019 there was a significant decrease or minus 3% from the previous year. This decline occurred in almost all government and private study programs. The most considerable degeneration occurred in Study Programs, which were included in the top 10 with the most significant number of students managed by the private sector. The other four study programs offset this decline consistently, although not significantly from the previous year. In addition, 100 different study programs, which are low-capacity study programs with several students ranging from 20 to 80, also experienced a decline of up to 40%. Meanwhile, for the vocational education level, there are 416,514 students in 2021, with growth in the range of 30% each year (http://datapokok.ditpsmk.net). A more detailed description can be seen in Figure 3.
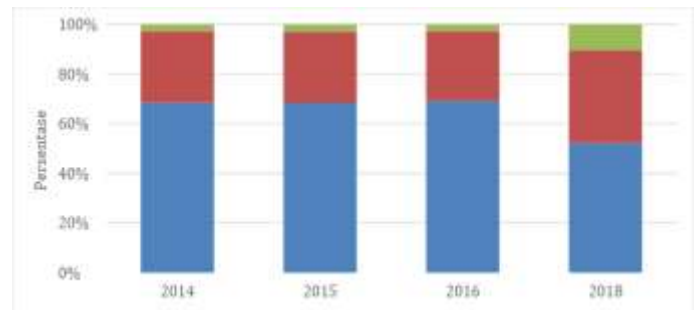

Fig. 3. Hotel and Other Accommodation Workforce with Vocational Education Background

Furthermore, the implementation of the SKKN system in job training programs carried out at informal tourism education institutions is also known as Professional Education and Training Institutions (LDP) or Job Training Institutes (LPK). Job training institutions are government agencies, legal entities, or individuals that meet the requirements to provide job training. The training program is organized using appropriate, effective, and efficient job training methods to achieve work competency standards and supplement with apprenticeships. The current number of LPKs is 198 LPKs, of which the Government manages 54, and the public or private sector governs the rest.

The output of this instrument of formal and informal Educational Institutions is still not able to meet the demand for Indonesia's tourism workforce. Sehingga, tenaga kerja pariwisata Indonesia masih didominasi oleh tenaga kerja lulusan non-kejuruan/vokasi.

For example, from a total workforce of 310,000 hotels and other accommodations, only 20% of the force with a vocational education background were from 2014 to 2018, even though the number of workers increased each year. In more detail, the entire tourism workforce with a vocational education background is still dominated by vocational school graduates. Vocational high school graduates dominate up to 70% from 2014 to 2016. University and diploma graduates increase to 50% in 2018 in line with the surge in the number of workers. However, overall, the workforce for college graduates is still minimal.

Likewise, the workforce composition with non-vocational education backgrounds is also dominated by the force of high school and elementary school graduates with an amount of 80-85% from 2014 to 2018. University and Diploma graduates only share 10% each individually consistent over this period.
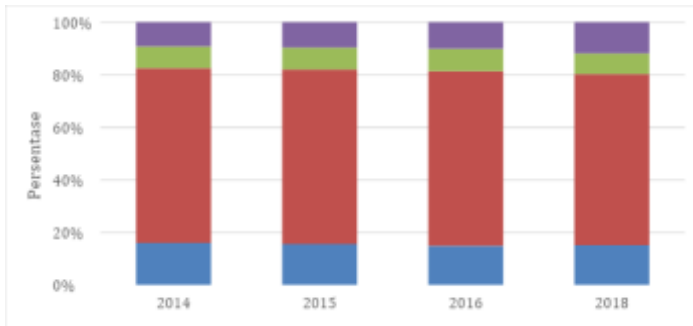
Fig. 4. Hotel and Other Accommodation Workforce with
Non-Vocational Education Background

The phenomenon that exists in applying the SKKN system in the education and job training program is that the implementation and achievement of goals to meet a competent workforce have not been maximized. It can be seen from the ability of formal education institutions that can only produce graduates as much as 11% of the total workforce. In addition, the gross enrollment rate (GER) of 70% of higher education tourism institutions is also still below 500 students, and the private sector manages the majority.

In addition, based on the workforce characteristics based on educational background, it is still dominated by non-vocational workers up to 70%. The non-vocational workforce is also dominated by workers who have graduated from primary and secondary education up to 80%. The positive thing that can be seen is the increase in tourism vocational study program students in 2017 and 2018. It can be assumed to impact increasing the number of workers with diploma education backgrounds in 2018 from 70% to 50% of the total workforce with vocational education backgrounds—the assumption of an increase in vocational high school students who continue their studies to college increased.

Application of the SKKN System in the Professional Certification/Competency Test Program

For the mechanism of certification implementation, Professional Certification is held by BNSP and/or Professional Certification Institute (LSP) based on Presidential Regulation Number 52 of 2012 concerning the performance of the Workforce Competency Certification program. This regulation is intended to improve the quality of tourism services and the productivity of tourism businesses. Specifically for the certification program, this regulation regulates implementing Competency

certification in the Tourism sector to obtain a Competency Certificate. Its missions include the application of Competency Certification in the Tourism Sector and harmonization and recognition of Competency Certification in the Tourism Sector.

In its development, the professional certification program has increased. In 2019, the total certified workforce 2019 was 94,514 (BNSP, 2019). This number increased by 100% from the total assessments in 2017 and 2018. In addition, the number of LSPs as providers of professional certification also experienced a significant increase, especially in the period 2018 and 2019. The increase was more than 100% from the previous year. The rise followed this increase in the number of assessors and assessors.

Interestingly, this good growth is strongly influenced by Competency Test Places (TUK) rise, as shown in figure 6. TUK is an institution that administers competency tests that are licensed by BNSP based on their eligibility. Regarding institutions, in 2019, out of 32 LSPs, 2 LSPs are under the Ministry of Education and Culture or are generally in vocational high schools (SMK) and under the Ministry of Research, Technology and Higher Education or higher education or polytechnics.

Fig. 5. Growth in the Number of LSPs, TUKs, Assessors, and Tourism Associations in 2014 - 2019

However, the increase in this professional certification program is still far from the demands of industry needs. When compared to the number of workers, the number of workers who have been certified from 2017 to 2019 is still 2.3%. It can also be ascertained that the 2018 and 2019 assessments were from students and the tourism workforce because the number of students was only 50% of the total number of assessments.

DISCUSSION

Implementation of the SKKN System in Education and Training of Indonesian Tourism Human Resources

Noticing the educational background, Indonesia's tourism workforce is still primarily dominated by workers with non-vocational tourism education backgrounds, primary education, and secondary education. This situation can also be interpreted that the industry does not refer to competency certificates in recruiting workers. As a result, non-vocational workers do not pass the training and competency tests when compelled to work. The requirements for participating in the competency test are to have an educational background, training, and work experience relevant to the job work competency standards to be tested (BNSP, 2008). If confirmed by the 2015 and 2017 TTCR reports, which reported that the competitiveness index of Indonesian HR decreased by 0.1 points as shown in table 1 below:

Table 1. Comparison of Indonesia Tourism HR Competitiveness Index in 2015 and 2017

Element	Year	
	2015	**2017**
Tourism HR Index	4,7	4,6
Primary education participation rate (%)	92,2	89,7
Secondary education enrollment rate (%)	82,5	82,5
Staff training level	4,7	4,5

According to the HR competitiveness index, the element that linearly decreases is the level of staff training from 4.7 to 4.5. Meanwhile, the participation rate of workers with primary and secondary education only experienced a slight decline in basic education and stagnant in secondary education. These two cases illustrate the importance of trained human resources in the tourism industry.

Workers trained to work in specific competencies or professions are only produced by vocational education institutions. Vocational institutions are different from primary or secondary education institutions in Indonesia, which only teach science in general. In competency standardization, tourism education must have relevance between the academic world and the tourism industry or widely known as Link and Match. When viewed from its orientation, tourism education also aims to produce professional human resources capable of working as workers, service providers, professionals, or hosts in the tourism industry (Ritchie, JB, 1995). In its application, tourism education institutions provide learning lessons about specific competencies related to the targeted profession. Koh, K. (1995)

Students in tourism education must run or support the tourism industry to be more productive, effective, and efficient and focus more on economic, social, and technological interests. In addition, the tourism education program must also consider external factors such as government policies, politics, regions, socio-culture, and technological advances. At the same time, the internal factors are curriculum relevance, theoretical and practical learning models, apprenticeships, expertise specifications, and career paths in the tourism industry. Therefore, human resources with primary and secondary education can be claimed to have no relevant and specific competencies and are not profitable for the industry. Meanwhile, the human resources that the industry wants are educated and trained human resources (Gamble, PR, 1992) in educational institutions who have adapted their curriculum to the development of the tourism industry and are recognized by the industry (Formica, 1996, Cooper, C., Shepherd, R., & Westland, J. 1996, Boo & Kim, 2020) (Moreo et al., 2018; Wong & Lee, 2017).

Industry provisions will only accept graduates of vocational education institutions are also not an absolute thing. Training is an alternative for graduates of primary and secondary education to continue to work in the industrial world. As TTCR reports in table 1, the level of training is an indicator that has experienced a significant decline, often decreasing the competitiveness of human resources. In the training program, specific skills are taught to support certain professions that students want. At training institutions in Indonesia, the Institute offers training programs based on a scheme or a profession's competencies. There is also training based on job fields. The structure of this training program is also the same as that of vocational institutions, only differing from the scope and complexity of the material taught. This training program can be used as an instrument to prepare a trained and competent workforce because it offers theoretical, practical, and internship learning in the training process (Gamble, PR 1992).

This tourism education and training program in Indonesia can be judged to be following the objectives of the SKKN

System to improve the competitiveness of Indonesian tourism human resources and the principles of tourism vocational education and training. However, the problem is that educational institutions and LPKs to produce trained workers are still minimal. For example, in 2019, approximately 154 thousand people, or 38% of the total workforce in hotels and other accommodations or 2.6% of the 7.5 million total accommodation and food and beverage workers. It forces the industry to recruit untrained workers even though the sector's productivity will not be as expected but can still run. For the medium term, the role of the LPK is significant to expand its access for workers with educational backgrounds or skills other than tourism.

LPK, which structurally fulfills the essential elements of tourism vocational education, can provide training with a shorter and more flexible time for prospective workers and workers to master specific competencies in professions in the tourism industry. In addition, the cost of establishing an LPK is not as expensive as establishing an educational institution. Currently, there are only 198 Tourism LPKs in Indonesia. This amount is still minimal from the demand for industrial workforce needs but can be implemented soon. So the main supporting component of tourism HR training and education in Indonesia is the amount of training provided to prospective workers and workers in Educational Institutions and LPK.

Implementation of the SKKN System in Professional Certification

The Government of Indonesia regulates the implementation of the Workforce Competency Certification program based on Presidential Regulation Number 52 of 2012. The Professional Certification Program is aimed at measuring and labeling Indonesian workers with competency certificates. This certification is intended to make it easier for the industry to recruit and develop their workforce and provide a career roadmap for the force by adding to their quality value (Deale & Schoffstall, 2015) (Moreo et al., 2018). In addition, the certification program is not only an instrument to identify the uniqueness and added value of a profession. However, it is also used as a reference for the level of proficiency of the workforce and the preparation of curriculum for vocational education institutions, which in the SKKN system is called the development of Competency Schemes and Standards. Thus, the certification program and is the basis for measuring the workforce's capacity can also be

used as the primary basis for the objectives of the standardization program (Samuels, 2000). So it is imperative for a force to have experience and practical skills, as evidenced by a competency certificate (Hashimoto, 2003), to recognize their qualifications in certain professions (Wong & Lee, 2017). It is proven following the TTCR reports in 2017 and 2019 that the increase in the ease of finding skilled employees index from 4.6 to 4.9 and the BNSP report related to a rise in the number of assessions by 965% from 2017 to 2019. It also contributed to encouraging the increase in Indonesia's tourism competitiveness from a score of 4.16 (2017) to 4.3 (2019), as shown in Table 2 below.

Table 2. Relationship between Tourism Competitiveness Index, Human Resources, Ease of Finding Skilled Employees, and Number of Certification Participant

Components	Year	
	2017	**2019**
Tourism Competitiveness Index	4,16	4,3
Human Resources Index	4,6	4,9
Ease of finding skilled employees	4,6	4,9
Accumulated Number of Certification Participant	20.090	193.288

It is due to industries that tend to choose skilled and experienced workers so that training is no longer needed that burdens the company's finances. For this reason, a workforce needs to equip themselves with particular competencies in their profession as added value or professional support before entering the world of work. Therefore, the more workers who join the certification program, the more the quality of their services will improve. In addition, Government and industry will also be able to identify, map and develop competencies needed for current and future needs (Black & Ham, 2005) and increase the uniqueness of professional competence of a profession (Black & Ham, 2005; Hashimoto, 2003).

Following up on this situation, the focus of the current certification program can be focused on how uncertified workers can obtain a competency certificate in the tourism sector through a competency test program. It could be an alternative for the Indonesian Government as the need for a certification program exists as there is no universally accepted (formal) academic study program for entry into hospitality, tourism, and related professions (Samuels, 2000). Therefore, the employment opportunities for

formal education graduates with non-formal ones are the same before being certified. For this reason, the Government, through particular institutions outside of formal education institutions, can manage competency certification for certification programs for workers who are already working, those who will work, and those who have not yet had competency certification.

The development of the implementation of the SKKN system in professional certification has an obvious direction of growth. The performance of its implementation can be seen from the increase in the number of LSP and TUK, which significantly increased the number in 2018 and 2019. This phenomenon can also be assumed that many workers are motivated to take professional certification and gain easy access. So access to professional certification through LSP and or TUK needs to be increased. LSP and TUK are the keys to increasing the number of accessions and increasing the number of acquisitions affects the ease of finding skilled workers.

Independence of Professional Education, Training, and Certification Institutions

Educational, training, and professional certification institutions should not be in one organization or company. It is intended to maintain the objectivity and independence of each institution in training and measuring the workforce's skills. In Indonesia, out of 198 LSPs, 54 LSPs managed by the Government are under Educational Institutions such as Vocational High Schools and Tourism Higher Education Institutions. In addition, some of the assessors are teachers and lecturers at the institution. Although the selection of assessors is rigorous, there will be subjectivity when assessing the students themselves due to their interaction before conducting the competency test.

Recognition of Certificate of Competence

Recognition of the validity of competency certificates issued by BNSP by tourism companies regionally, nationally, and internationally is also essential for the sustainability of the certification program. Suppose this competency certificate is not recognized or is not used as the primary reference in assessing the workforce's capacity. This competency standardization program will be in vain (Moreo et al., 2018). It has also been regulated in the Presidential Regulation regarding the

Implementation of Certification, called harmonization. Activities related to harmonization are targeted in forming a Mutual Recognition Arrangement between the Government and governments, institutions, and associations at home and abroad. For the tourism sector, its competency standards had received recognition from the ASEAN tourism ministers through the ASEAN Mutual Recognition Arrangement on Tourism Professionals (MRA-TP) in 2012. This competency standard has also adopted the ASEAN Common Competency Standard for Tourism Professionals (ACCSTP) in Competency Standards. International that BNSP has determined. This achievement is undoubtedly beneficial for the industry in getting skilled human resources and human resources to get jobs in ASEAN countries.

CONCLUSION

The implementation of the SKKN system by the Indonesian Government is generally very effective in increasing the competitiveness of Indonesian tourism human resources. This achievement can be seen from the increase in human resources for Diploma graduates and the significant number of assessments in 2018 and 2019. The rise influenced students and vocational students and higher education institutions for tourism and vocational education and LSP and TUK. However, from the findings on the main supporting components, it can be identified that the weaknesses in the implementation of this system are in the facilities of educational institutions and professional certification institutions, which are still few in number. The inadequate facilities at this institution result in the slightest growth of the skilled workforce compared to the industry's demand for tourism workforce needs. In addition, the policies of educational institutions and certification bodies within one organization need to be reconsidered to increase industry confidence in competency certificates issued by BNSP.

This study only looks at implementing the SKKN system in terms of policies, institutions, and the number of its organizers. Further research can focus on the quality of educational institutions, such as the relevance and process of updating the curriculum content of tourism higher education to the needs of the industry, the level of employability of university graduates, and the implementation of the accreditation of tourism education institutions. In terms of professional certification, it is also necessary to conduct studies related to the quality and

capacity of assessors in terms of recruitment, experience, and feasibility.

ACKNOWLEDGMENT

REFERENCES

Bécherel, L. (2012). Framework for human resources development strategy at the macro-level: A situational analysis of Tourism Human Resources in Bahia, Brazil. *Tourism in South America*, *6480*, 73–98. https://doi.org/10.1300/J149v01n03

Becherel, L., & Cooper, C. (2002). The impact of globalization on human resource management in the tourism sector. *Tourism Recreation Research*, *27*(1). https://doi.org/10.1080/02508281.2002.11081351

Björn Münstermann, & Weitzel, T. (2008). What is Process? *CONF-IRM 2008 Proceedings*, 64. http://aisel.aisnet.org/confirm2008/64

Black, R., & Ham, S. (2005). Improving the quality of tour guiding: Towards a model for tour guide certification. *Journal of Ecotourism*, *4*(3), 178–195. https://doi.org/10.1080/14724040608668442

Boo, S., & Kim, SH (2020). The Relationship between Hospitality Industry Certification and Course Performance across Multiple Semesters. *Journal of Hospitality and Tourism Education*, *32*(2), 112–123. https://doi.org/10.1080/10963758.2019.1654893

Deale, CS, & Schoffstall, D. (2015). Hospitality and Tourism Education and Industry Certifications. *Journal of Hospitality and Tourism Education*, *27*(3), 112–119. https://doi.org/10.1080/10963758.2015.1064319

Formica, S. (1996). European hospitality and tourism education: differences with the American model and future trends. *International Journal of Hospitality Management*, *15*(4), 317–323. https://doi.org/10.1016/s0278-4319(96)00039-4

Hashimoto, K. (2003). Certification of managers: Upgrading the casino industry. *Journal of Hospitality and Tourism Education*, *15*(2), 30–35. https://doi.org/10.1080/10963758.2003.10696766

Hitchcock, L. (2005). Industry certification: value, validity, and a place for SoDIS\®. *SIGCSE Bull.*, *37*(4), 59–63. http://doi.acm.org/10.1145/1113847.1113878

Hui, L., & Cargill, CF (2017). Setting Standards for Industry: Comparing the Emerging Chinese Standardization System and the Current US System. In *Policy Studies* (Issue 75). https://gateway.library.qut.edu.au/login?url=https://search.proquest.com/docview/1923968680?accountid=13380%0Ahttps://qut.primo.exlibrisgroup.com/discovery/openurl?institution=61QUT_INST&vid=61QUT_INST:61QUT&?url_ver=Z39.88-2004&rft_val_fmt=info:ofi/fmt:k

Kasiri, LA, Guan Cheng, KT, Sambasivan, M., & Sidin, SM (2017). Integration of standardization and customization: Impact on service quality, customer satisfaction, and loyalty. *Journal of Retailing and Consumer Services*, *35*(November 2016), 91–97. https://doi.org/10.1016/j.jretconser.2016.11.007

Liu, HHJ (2006). A highlight of tourism and hospitality education issues in Taiwan: From the hospitality human resource manager's point of view. *Journal of Teaching in Travel and Tourism*, *6*(3), 89–102. https://doi.org/10.1300/J172v06n03_05

Marcis, JG, & Bland, EM (2001). The value of professional certifications in academe. *Atlantic Economic Journal*, *29*(1), 116. https://doi.org/10.1007/BF02299939

Moreo, A., Green, AJ, & O'Halloran, R. (2018). What certifications are important in the hospitality industry? *Journal of Human Resources in Hospitality and Tourism*, *17*(1), 121–135. https://doi.org/10.1080/15332845.2017.1340757

Pine, R. (2001). Standardization of tourism education and training to address the increasing demand for tourism staff in the East Asia/pacific region. *Asia Pacific Journal of Tourism Research*, *6*(1), 20–25. https://doi.org/10.1080/10941660108722084

Qiqi, D., & Rova, L. (2014). Tourism development and Human Resources challenges (Gjirokastra Region). *European Journal of Sustainable Development*, *3*(3), 211–218. https://doi.org/10.14207/ejsd.2014.v3n3p211

Saad, SK (2013). Contemporary Challenges of Human Resource Planning in Tourism and Hospitality Organizations: A Conceptual Model. *Journal of Human Resources in Hospitality and Tourism*, *12*(4), 333–354.

https://doi.org/10.1080/15332845.2013.790246

Samuels, JB (2000). Certification: A continually perplexing issue facing hospitality, tourism, and related professions. *Journal of Hospitality and Tourism Education*, *12*(1), 47–51. https://doi.org/10.1080/10963758.2000.10685269

Semone, P. (2012). A Case Study: Enhancing Laos' Tourism Sector Performance Through Destination Human Resource Development. *Asia Pacific Journal of Tourism Research*, *17*(2), 164–176. https://doi.org/10.1080/10941665.2011.617049

Spivak, SM, & F. Cecil Brenner. (2001). *Standardization Essentials: Principles and Practice* (1st ed.). CRC Press - Taylor & Francis Group.

Sun, S., Liu, Z. (George), Law, R., & Zhong, S. (Eva). (2017). Exploring human resource challenges in China's tourism industry. *Tourism Recreation Research*, *42*(1), 72–83. https://doi.org/10.1080/02508281.2016.1253199

Tarí, JJ, Pereira-Moliner, J., Molina-Azorín, JF, & López-Gamero, MD (2020). Quality standards and competitive advantage: the role of human issues in tourism organizations. *Current Issues in Tourism*, *23*(20), 2515–2532. https://doi.org/10.1080/13683500.2019.1653833

Wang, J., Ayres, H., & Huyton, J. (2010). Is tourism education meeting the needs of the tourism industry? An Australian case study. *Journal of Hospitality and Tourism Education*, *22*(1), 8–14. https://doi.org/10.1080/10963758.2010.10696964

Wiley, C. (1999). A comparative analysis of certification in human resource management. *International Journal of Human Resource Management*, *10*(4), 737–762. https://doi.org/10.1080/095851999340378

Wong, SCK, & Lee, PC (2017). Competencies of training professionals in the Hong Kong hotel industry. *Journal of Human Resources in Hospitality and Tourism*, *16*(4), 384–400. https://doi.org/10.1080/15332845.2017.1266872

Yeşiltaş, M., Öztürk, Y., & Hemmington, N. (2010). Tourism education in Turkey and implications for human resources. *Anatolia*, *21*(1), 55–71. https://doi.org/10.1080/13032917.2010.9687090