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Scenario Planning : The Regulation of the Minister of Education, Culture, Research and Technology Number 41 of 2021 Regarding Recognition of Past Learning in Higher Education Institution

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Abstract

Higher Education Gross Participation Rates and Human Development Index must be further improved in higher education. Recognition of Past Learning (RPL) is an important issue that must be paid attention to by the government and stakeholders. In this context, the government needs tools to identify issues and opportunities in RPL development, as well as develop effective strategies to achieve government goals in RPL development. Scenario Planning can be applied to almost any business problem that contains a level of uncertainty. This article will use qualitative methods which aim to describe and draw meaning from various existing planning scenarios. To be able to create Planning scenarios, the method that researchers use is TAIDA, namely Tracking, Analyzing, Imaging, Deciding, Acting. In terms of curriculum flexibility, RPL allows the development of a curriculum that is more flexible and adaptive to labor market needs and individual skill development. As for recognition of Non-formal and Informal Learning, RPL provides recognition of work experience, non-formal training and informal education, which is very important in recognizing skills and knowledge acquired outside formal education. While in cross-sector collaboration, implementing RPL requires strong collaboration between universities, government and industry.

Keywords: Higher Education; Recognition of Past Learning; Scenario Planning; The Ministry of Education Culture and Technology.

INTRODUCTION

The COVID-19 pandemic that will take place in 2021 will not only have an impact on the health sector but will also bring significant changes to the world of education in Indonesia. Social restrictions and school closures forced the government to implement distance learning. In response to this situation, the Ministry of Education, Culture, Research and Technology issued Ministerial Regulation Number 41 of 2021 which regulates Recognition of Past Learning (RPL), replacing the previous regulation in 2016. This policy aims to recognize non-formal and informal learning experiences as well as providing wider access for the community to continue higher education.

Recognition of Past Learning (RPL) is a process that provides academic recognition for learning obtained through recognized formal education channels,

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informal learning experiences, as well as planned non-formal education, even though it is not certified, such as workshops and seminars (Garnett & Cavaye, 2015). This process aims to recognize all relevant forms of learning that individuals undertake, thereby enabling them to earn academic credit based on the experience and knowledge they have accumulated.

To provide recognition for a person's learning achievements in continuing formal education and provide recognition of learning achievements to be equivalent to certain qualifications, it is necessary to recognize past learning (Nasir, 2022). However, this program cannot be accessed by individuals who do not meet the following requirements, namely having a high school degree or equivalent degree, having non-formal, informal or work education experience related to the study program at the university you will be taking, the study program must be held by a study program that has been accredited Very Good or B and has graduates.

Higher Education Gross Participation Rates and Human Development Index (HDI) must be further improved in higher education. APK and HDI are indicators of the progress and decline of education and resources in a country or region. Data from the Central Statistics Agency from 2019 to 2021 shows that the GER for Higher Education in Indonesia is respectively 30.28 – 30, 85 – 31, 19 which can be considered still low when compared with the GER and HDI in other countries, although only around ASEAN or Asia. APK and IDM will increase, and the region or country will change for the better as more people enter college. Thus, the Past Learning Recognition program was created to help children in this country who might otherwise leave school or leave college.

Recognition of Past Learning (RPL) is an important issue that must be paid attention to by the government and stakeholders (Andersson and Fejes, 2012). RPL is a system that aims to improve the quality of education by providing past educational opportunities (Meghnagi and Tuccio, 2022). In this context, the government needs tools to identify issues and opportunities in RPL development, as well as develop effective strategies to achieve government goals in RPL development.

Scenario Planning can be applied to almost any business problem that contains a level of uncertainty (Schoemaker, 1993). This technique is best known because of its corporate, high-level, global and long-term use, but this technique can be used to answer specific issues such as strategic reviews in the implementation of RPL at universities without reducing credibility. By building alternative scenarios – different images of the future – and challenging strategies for resilience across these possibilities, stakeholders will have a better context for developing long-term strategies and for developing short-term contingency plans (Beach and Mitchell, 1978). Based on the background of the problems above, the author will examine the strategic review in implementing Recognition of Past Learning (RPL) using the Scenario Planning method. And the problem formulation is as follows. First, through Scenario Planning, you can identify challenges that may occur in the development of RPL and develop strategies to improve the quality of education (Wade and Piccinini, 2020). Second, through Scenario Planning, it helps in identifying collaboration and cooperation challenges that may occur in RPL development and developing appropriate strategies to overcome these challenges.

Scenario Planning was first developed and used as a business planning tool in the 1960s and 1970s (Verity, 2003). This is a difficult Technique to define and explain. There are many schools of thought regarding the usefulness of scenario planning, how scenarios should be created and when they should be used. Scenario Planning was first created by Herman Khan and his colleagues at the US Company, Rand Corporation, in the 1950s and 60s. Their goal was to see how the United States and the Soviet Union could start a nuclear war using logical routes that might lead to various future outcomes. Khan developed a "future-present" thinking method that makes it possible to write reports in the present using in-depth analysis and imagination as if the report was written at some time in the future.

Schwartz (1991) defines scenario planning as a plausible alternative story about how the world could develop. He emphasized that the result is not an accurate forecast of future events, but a deep understanding of the shortcomings that might push the future in a different direction. Selsky and McCAnn (2008) argue that Scenario Planning

combines systematic and imaginative thinking in a way that can provide unique insights about the future that lead to the development of organizational strategies and actions. Hamel (1996) notes that the thought process in creating scenario planning allows practitioners to step back from traditional strategic planning and take a broader look at their environment.

The advantage of scenario planning is that it can help policy makers or leaders understand the impact of various events that might occur (Rickards et al, 2014; Haney et al, 2018). Finance, operations and other teams can prepare for risk mitigation in advance (Millet, 1992). Meanwhile, the disadvantage of scenario planning is that it takes a long time to make a plan, because it collects data and other influencing factors (Schoemaker, 2004). This makes scenario planning a process that continues to evolve as conditions and assumptions change. Lindgren and Bandhold (2002) provide steps that can be taken when preparing scenario planning, which is called TAIDA (Tracking, Anlyzing, Imaging, Deciding, Acting). The following is an explanation of TAIDA in scenario planning: 1. Tracking: what must be done when tracking is tracing events that have occurred, this helps to collect relevant historical data and trends, so that the scenarios developed are based on accurate data. Tetlock and Gardner (2015) also assert that the significance of including an outside in viewpoint in order to result in the best possible anchor, or in another word, beginning point and base of objective information. 2. Analyzing: analysis of data that has been collected to identify patterns, trends and relationships between variables. This helps in understanding the impact of various factors on the situation being analyzed. 3. Imaging: after analyzing the data, the next step is to develop a scenario based on the information that has been collected. This involves creating a picture of the various possibilities that may occur in the future. 4. Deciding (Decision): this stage involves making decisions about the most relevant and significant scenarios, this helps in determining which scenarios are most suitable to be used as a basis for planning. 5. Acting: This final step takes action based on the scenario that has been developed. This involves developing strategies and action plans that suit each identified scenario.

By using the TAIDA method, we can develop effective scenario planning to identify challenges and opportunities in developing Past Learning Recognition, as well as develop appropriate strategies (Ramírez et al, 2017).

Recognition of Past Learning (RPL) is recognition of the learning obtained by a person from formal, non-formal, informal education, and/or work experience as a basis for formal education and equivalency with certain qualifications (Garnett et al, 2004). Learning Indicators are abilities obtained through the accumulation of work experience, knowledge, attitudes, skills and competencies. Implementation of RPL includes RPL to continue Formal Education; and RPL to carry out Equalization with certain qualifications.

The focus of this scenario planning is RPL type A, which many universities in Indonesia are still conducting studies regarding its implementation. If someone wants to continue their formal education at university through RPL, they must fulfill two requirements. First, they must graduate high school or an equivalent form of education. Second, they must have non-formal, informal, or work education experience related to the study program at the university they choose (Johnson and Majewska, 2022).

Implementation of RPL in the Education pathway is based on equalization of qualifications in accordance with the appropriate Indonesian National Qualifications Framework (Wardhana et al, 2023). The RPL mechanism must be based on the KKNI and implemented by a responsible institution, based on transparent, rational, objective and accountable rules. To ensure equality between the needs of producers and users of labor can still be achieved. The concept of a national RPL program must include a component of increasing the overall quality of human resources. Therefore, when national RPL policies and regulations are created, it is vital that all relevant parties are considered (Cameron et al, 2014).

RESEARCH METHODS

This article will use qualitative methods which aim to describe and draw meaning from various existing planning scenarios. By developing scenarios using methods such

as TAIDA (Tracking, Analyzing, Imagining, Deciding, and Acting) to develop different scenarios to describe various possibilities that may occur in the future.

RESULTS AND DISCUSSION

Identify Challenges and Develop RPL Strategies

In Indonesia there are 4,550 universities, both public and private, Recognition of Past Learning in universities is a program to increase the number of Indonesians to receive higher education. Only 31.1 percent of the population aged 19-23 years have the opportunity to continue higher education (see table 1).

Table 1. Higher Education Gross Participation Rates in 2023

Gender	Gross Participation Rate (APK) of Higher Education (PT) by Gender
	2023
Male	29,12
Female	33,87
Male + Female	31,45

Source: Central Agency of Statistic, 2023

As a comparison in 2020 (2023 data is not yet available) in figure 1, Singapore has the highest GER at 91.09 percent, Indonesia at 36.31 percent, still below Thailand at 49.29 percent and Malaysia at 43 percent. For this reason, the RPL program is intended to increase the APK figure for higher education in Indonesia so that it can be the same or even exceed that of other countries. We can see that the opportunities provided by the state through the RPL program will be encouraging for those who have studied but did not continue for various reasons, such as busyness, job demands, or economic factors. There is no time wasted going to college beforehand, the campus that accepts him as a student can recognize his credits. In addition, even people who are high school graduates can receive recognition for learning outcomes in the form of credits if they have skills or work experience that are appropriate to the study program or course chosen on campus. This recognition also applies to non-formal and informal education. To be able to create Planning scenarios, the method that researchers use is TAIDA,

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namely Tracking, Analyzing, Imaging, Deciding, Acting. This method is more commonly used in general and is easy to understand.

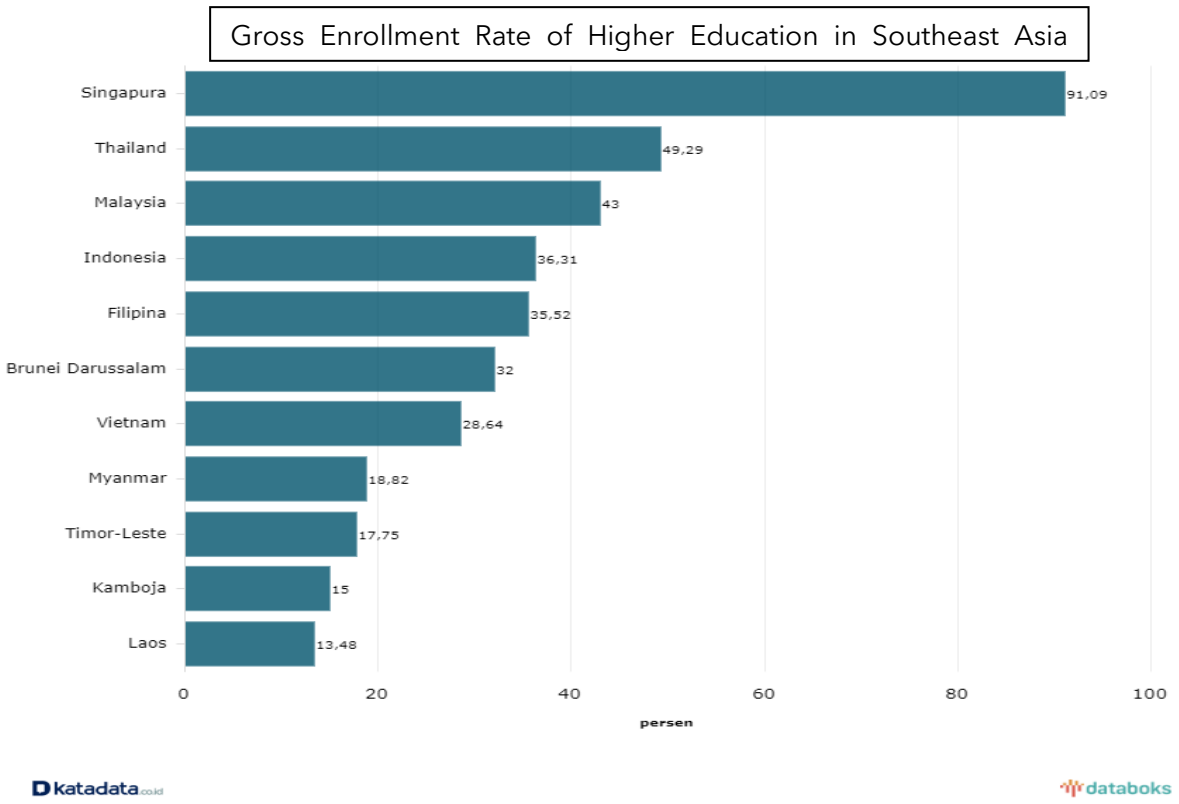

Figure 1. Higher Education Gross Participation Rates di Southeast Asia in 2020

Source: Kata data, 2020

Tracking

The first thing done in the TAIDA process is Tracking, in this process the description of the problems that occur. Identify problems that may occur in the Recognition of Past Learning (RPL) process, such as flexible curriculum development; standardized assessment system; collaboration with Industry and Non-formal Institutions (Chermack, 2017); use of technology that supports RPL (Schwartz, 1991); campaign to Increase Public Awareness; development of a Transparent and Accountable Recognition Process; regular monitoring and evaluation.

Analyzing

The second process in TAIDA is Analyzing, namely seeing the impact of the problem. First, the curriculum must be adjusted to accommodate students who have various learning backgrounds, both formal and non-formal. Recognition of the competencies they have acquired outside the academic environment allows them to complete the study program more quickly. Second, consistent and transparent assessment is very important in RPL implementation. Recognition of past learning must follow clear standards, so that there is no bias in evaluation. Third, one of the key strategies for RPL success is partnerships with industry and non-formal institutions. This collaboration can ensure that skills obtained from work or non-formal training are legally recognized in higher education. Fourth, technology can be used to facilitate the process of collecting evidence, assessing competencies, and providing information to students. It can also help simplify complex administrative processes. Fifth, for the RPL program to run effectively, it is important to increase public awareness about the benefits of RPL. Many individuals may not know that their work experience can be recognized as formal education credit. Sixth, the recognition process must be clear, easily accessible and transparent, so that prospective RPL participants know exactly the steps they need to follow and how the assessment is carried out. Seventh, the implementation of RPL must be evaluated periodically to ensure its effectiveness in increasing access to higher education and its relevance to the job market.

Imaging

Describing the desired vision in a process is the third step in the TAIDA process. First, realizing a responsive and adaptive education system, where the curriculum is designed to respect the learning experiences of individuals from various backgrounds, enabling each student to develop optimally and achieve formal education qualifications more quickly and relevantly. Second, build a fair, transparent and trustworthy assessment system that is able to recognize and respect every form of individual learning and experience, providing recognition that is equivalent to quality formal education standards. Third, establish synergies between universities, industry and non-formal

institutions to create holistic learning pathways, where practical skills and knowledge are recognized as important assets in developing a highly competent workforce. Fourth, use technology innovatively to facilitate access and efficiency in the recognition of past learning, creating a digital ecosystem that facilitates the collection, evaluation and validation of evidence of work experience and learning. Fifth, build public awareness and understanding of the benefits of Past Learning Recognition as a bridge between real life experiences and formal education, expanding access to educational opportunities for all levels of society. Sixth, create a recognition system that is easily accessible, transparent and accountable, where every individual who has non-formal and informal learning experience can easily find out the steps and processes required to obtain academic recognition. Seventh, establish a continuous monitoring and evaluation mechanism to ensure that the RPL program continues to develop and adapt to the needs of society, industry and the job market, so that it remains relevant and of high quality in providing academic recognition.

Deciding

The next step number four is deciding, in the phase of describing the strategy that will be carried out, it is usually called the mission and is a derivative of the vision. First, create modules that can be adapted to the needs of RPL students based on the experience or skills they already have. And provide flexible learning pathways, such as project-based courses or fieldwork, that enable students to demonstrate the practical competencies they have acquired. Second, the development of standardized competency measurement tools for evaluating non-formal learning and work experience must be carried out by involving a panel of experts from industry and academia to ensure that the assessment meets academic quality standards and labor market needs. In addition, providing training programs for evaluators is also important so that they can carry out competency assessments objectively, while still respecting students' experiences and cultural backgrounds. This will ensure that the evaluation process is more inclusive and in line with the realities of the world of work.

Third, universities can collaborate with companies to design internship or training programs whose experience can be converted into SKS (Semester Credit Units). In addition, non-formal education institutions, such as skills training centers, can establish partnerships with universities to provide recognized certification through the Recognition of Past Learning (RPL) program, so that students can gain recognition for skills acquired outside the formal education environment. Fourth, building an online portal that allows students to upload portfolios or evidence of their skills and work experience will simplify the evaluation process by educational institutions. In addition, the use of technology-based evaluation tools, such as video-based assessments, simulations, or online interviews, can be used to assess student competencies in real-time, so that assessments become more flexible, efficient, and in line with the latest technological developments.

Fifth, organizing seminars and outreach involving prospective students, industry professionals and local communities can be an effective step to introduce the concept of Recognition of Past Learning (RPL). In addition, launching a campaign through social media or mass media will help provide information to the general public about RPL opportunities in higher education and its benefits, especially for those who want to continue their formal education without having to start from scratch, so that this program is better known and utilized widely. Sixth, developing an official guide that contains the steps for applying for Recognition of Past Learning (RPL), including the required documentation, evaluation procedures, and application schedule, will help make the process easier for prospective participants. In addition, providing consultation services for prospective students who wish to take part in RPL is very important so that they receive appropriate guidance in preparing and submitting evidence of past learning, so that the process of recognizing their competency can run more smoothly and effectively. Seventh, conducting an annual survey of students participating in the Recognition of Past Learning (RPL) program will help measure their level of satisfaction and the impact of the program on their career development. In addition, regular reviews of RPL policies and adapting the curriculum to the latest needs of industry and society are essential to ensure

that the program remains relevant and provides maximum benefits for participants and meets the demands of the ever-evolving labor market.

Acting

The action in implementing the strategy that has been created is the final step of TAIDA which is called Acting. First, university X developed an undergraduate program that allows students with related work experience to apply for recognition of their non-formal learning. The curriculum includes modules that can be adapted based on the student's professional experience. For example, a project manager who has been on the job for five years may replace some management theory courses with work experience-based field projects. Second, university Y has built a competency-based evaluation system that allows students to submit portfolios or proof of their work experience. Evaluation is carried out using standardized assessment tools, such as competency rubrics. Students who successfully demonstrate relevant skills are awarded credit without having to take related courses.

Third, university Z partners with technology companies to create structured internship programs that are recognized as academic credit. Students who work at a partner company for six months can receive recognition for their work experience as part of graduation requirements. Fourth, university A launched an online portal where prospective students can upload evidence of their learning, such as training certificates or skills demonstration videos. This system is also equipped with an automatic scoring algorithm that helps evaluators assess the suitability of the submitted evidence. Students can see their evaluation results in real-time.

Fifth, the Ministry of Education launched a national campaign on social media and television to introduce the RPL concept to the wider public. In the campaign, success stories from individuals who have received recognition for their work experience are presented, as well as information about how to access RPL programs at nearby universities. Sixth, university B implements a transparent RPL process by providing complete guidance on their website on how to apply for RPL. Students can access clear steps, starting from document collection, assessment criteria, to appeal procedures if

their RPL application is rejected. Every assessment decision is made by a team of independent evaluators to ensure accountability. Seventh, every year, University C conducts a survey of students participating in the RPL program to measure satisfaction and the benefits of the program on their career development. This data is used to review and improve the RPL program. In addition, evaluation of the RPL curriculum is carried out every two years to ensure its relevance to industry needs.

After identifying and building the scenario logic, the next step is to create a scenario. Creating this scenario is based on Shoemaker's typology, Paul J.H which assumes estimates based on how uncertain the prediction is (X-axis) and how complex the problem is (y-axis). Complexity here refers to the number of variables and the extent to which they are interrelated. While, uncertainty relates to the level of knowledge available about RPL (see table 2).

Table 2. Scenario Is Based on Shoemaker's Typology

	High Uncertainty	**Low Uncertainty**
High Complexity	Many factors are involved, such as curriculum development in accordance with standards, cross-sector collaboration (universities, government and industry), as well as challenges in implementing technology in the evaluation process.	Factors that are difficult to predict, such as changes in government policy, readiness of technological infrastructure, and the speed of adaptation of universities to RPL innovation.
Low Complexity	Simpler factors, such as adapting curricula at universities that already have similar programs or institutions that already have partnerships with industry.	More stable factors, such as the sustainability of RPL policies that have been implemented in several universities or established regulations.

Source: Authors, 2024

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In scenario planning regarding the strategic review of Regulation of the Minister of Education, Culture, Research and Technology number 41 of 2021, we can describe it as follows.

Scenario 1: High Complexity, High Uncertainty

This scenario is characterized by high complexity and high uncertainty, involving numerous factors (government, universities, industries) with significant challenges in developing flexible curricula and appropriate assessment standards. Establishing a strategic cross-sector partnership forum involving university leaders, government representatives such as the Ministry of Education and Ministry of Manpower, and industry associations is a crucial step to formulate joint policies and ensure that labor market needs are reflected in RPL (Recognition of Prior Learning) curricula. Additionally, implementing multi-sector pilot projects, such as in the manufacturing or technology sectors in specific regions, can serve as an initial step to test cross-sector synergies before the program is expanded nationally. Universities and industries can also collaborate to develop competency standards recognized as academic credits, while the government is tasked with creating regulations that support the flexible and effective implementation of RPL.

The challenges in this scenario include policy uncertainty and rapid regulatory changes, as well as institutional resistance to change. The government may face difficulties in adjusting regulations to meet the rapidly changing needs of industries, while universities may be reluctant to revise curricula or adapt their RPL evaluation methods.

Scenario 2: High Complexity, Low Uncertainty

In this scenario, while the level of complexity is high, uncertainty is relatively low as regulations and policies related to RPL are already established. Cross-sector collaboration can focus on aligning curricula with industrial needs. Universities can engage in strategic partnerships with industries to develop curricula that are more relevant to the skills and competencies required in the labor market. Additionally, the government plays a critical role in providing funding to support the implementation of

RPL programs and offering incentives for companies that actively participate, ensuring sustainable cross-sector collaboration.

However, challenges remain, particularly in aligning RPL processes with the specific needs of certain industry sectors, which may have diverse and unique competency standards. Resistance from some universities that prefer to maintain traditional curriculum structures, or from industries that do not yet understand the benefits of RPL, can also become obstacles. Furthermore, regulatory gaps may arise if RPL policies are not thoroughly developed or lack clear and operational guidelines for field implementation. Therefore, a flexible and consultative approach is necessary to ensure that all stakeholders feel supported and guided in implementing RPL effectively.

Scenario 3: Low Complexity, High Uncertainty

In this scenario, cross-sector collaboration can begin by building a simple yet flexible framework for RPL implementation, enabling universities and industries to quickly adapt to changing labor market demands. Universities can design modular RPL programs that are easier to tailor to specific industry needs, allowing skills acquired informally to be formally recognized. Meanwhile, the government can play a key role by providing supportive and more open regulations, enabling universities and industries to experiment with various RPL models without being hindered by overly rigid rules. This creates room for innovation in the recognition of informal learning and work experience.

Nonetheless, challenges persist despite the low complexity. The high level of uncertainty can make it difficult to maintain the involvement of various stakeholders. One major obstacle is the slow adoption process due to a lack of understanding about the benefits of RPL among industries and universities. Industries may not immediately see the positive impact of RPL on productivity or labor force needs, while universities may be reluctant to change existing curricula or evaluation methods. Additionally, communication gaps between sectors often become barriers, where poor coordination among governments, universities, and industries may hinder shared goals. To address these challenges, it is crucial to develop an inclusive collaboration strategy, such as

initiating regular communication forums between universities and industry associations to ensure effective information exchange.

Scenario 4: Low Complexity, Low Uncertainty

In this scenario, with low complexity and low uncertainty, cross-sector collaboration can proceed more smoothly as many factors are standardized and well-established. Universities can offer RPL programs aligned with national standards to support the recognition of non-formal learning and work experience, providing a more inclusive pathway for individuals seeking to further their education or enhance their competencies. The government plays a key role in ensuring consistent and sustainable policies and offering incentives for industries to participate, such as through internship opportunities, work-based training, or partnerships in curriculum development. On the other hand, industries can easily align with curricula designed by universities, especially if these are tailored to meet labor market needs.

However, despite the seemingly stable conditions, challenges still need to be anticipated. One key challenge is ensuring that RPL policies remain relevant to the ever-evolving demands of the labor market. The industrial world tends to change dynamically, especially in sectors like technology, which require continuous skill updates. If RPL policies are not sufficiently flexible, gaps may emerge between industry needs and the approaches adopted by universities. Collaboration should focus on strengthening mechanisms for policy evaluation and regulatory updates. The government can form a multi-sector supervisory board to routinely monitor the effectiveness of RPL policies and provide recommendations for updates based on industry trends.

CONCLUSION

In terms of curriculum flexibility, RPL allows the development of a curriculum that is more flexible and adaptive to labor market needs and individual skill development. This encourages inclusion of those with relevant work experience, so they do not have to repeat their education from scratch. As for recognition of Non-formal and Informal Learning, RPL provides recognition of work experience, non-formal training and informal

education, which is very important in recognizing skills and knowledge acquired outside formal education. While in cross-sector collaboration, implementing RPL requires strong collaboration between universities, government and industry. This collaboration ensures that assessment standards and curricula are adapted to labor market needs. In addition, in the context of use of Technology, technology plays an important role in facilitating the RPL process, from evidence collection, automatic assessment, to program monitoring and evaluation. This increases the efficiency and speed of the recognition process. Furthermore, in main challenges, several challenges that need to be overcome in implementing RPL include the complexity of curriculum development, standardized assessments, and technology readiness in higher education. In addition, uncertainty regarding policy changes and institutional readiness to face labor market demands is also a concern.

To enhance the Recognition of Prior Learning (RPL) process, higher education institutions should focus on developing flexible and adaptive curricula that accommodate non-formal and informal learning through modular pathways, leveraging industry feedback to ensure relevance. Clear and standardized assessment mechanisms with competency-based rubrics and trained evaluators are crucial for transparent and fair recognition. Strengthening collaboration with industry and non-formal training institutions allows internships and work experiences to be recognized as academic credits, aligning RPL graduates' skills with labor market needs. Investment in technology, such as online platforms for portfolio submission and automated assessment, can streamline the process and reduce administrative burdens. Outreach campaigns are essential to raise public awareness of RPL opportunities, emphasizing how work experiences can translate into formal education credits. Regular monitoring and evaluation of RPL programs can ensure they meet student and market demands while adapting to policy changes. Finally, strong government support, including clear regulations, adequate budgets, and infrastructure for technology and evaluator training, is critical for RPL's success.

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