EARLY CHILDHOOD CARE AND EDUCATION IN INDONESIA:
CURRENT PRACTICE AND FUTURE POLICY DIRECTIONS

FINAL REPORT
submitted to UNESCO Office Jakarta

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I: INTRODUCTION

Serving as a background to the present overall five-part report, this first part consists of four sections. The first section describes Indonesia’s background in terms of its geography and demography. The second section presents a context of Indonesia’s national development. The third section elaborates on a more specific context for education development, and the fourth section outlines sources of data and how data in this report have been collected.

A. Country Background: Geography and Demography

Indonesia’s population is currently around 219 million people (Statistical Yearbook of Indonesia 2005/2006) and it consists of more than 300 ethnically distinct groups who speak about 583 local languages and dialects and embrace six major religions (Islam, Protestant, Catholicism, Buddhism, Hinduism, and Confucianism). Consisting of 33 provinces, Indonesia as a nation-state derives its identity from both homogeneity and heterogeneity on various terms: economic condition, geography, religions, (sub)cultures and ethnic groups. With this diversity, Indonesia is clearly a large and complex nation with an extremely complex education system. This complexity—which stems from an interplay among various levels of diversities—makes a considerable amount of demands on the government in its attempts to ensure equitable provision of quality education in all levels and for all citizens in all regions in the country.

Realizing this complex interplay between citizens in different localities and the kinds of resources available at their respective disposal, any education plans made in the system should also respond to unique geographical conditions of the regions and distribution of the population inhabiting the areas. Consider this as an example: 60% of
the population is concentrated in Java and Bali islands, yet these islands constitute only 7% of Indonesia’s land area. In contrast, the Mollucas and Papua represent 21% of the population and 69% of land area (Statistical Yearbook of Indonesia 2005/20006). This pattern of distribution of population poses particular challenges to the system in ensuring cost effective and efficient provision of high quality education.

The magnitude of Indonesia’s geography and its unique population distribution also manifests in political and public administration systems. There are currently 33 provinces and over 440 districts, each with their own directly-elected local government and administration officials, and these numbers might grow in the future. Population density across these provinces varies widely from around 1,000 people per square kilometre in Java to 7 people per km² in Papua. The average population density is around 116 per square kilometre (Statistical Yearbook of Indonesia 2005/20006). These variations of population density have significant impact on the ways in which education services are delivered and the financial consequences which come with these delivery methods.

B. Context of National Development

As a member of many different international organizations, Indonesia has made various commitments, and these commitments, together with locally driven demands in response to day-to-day pressures of collective necessities as a nation-state, have resulted in priority setting for how national resources should be developed and utilized. International and national commitments such as Achieving Education for All (EFA), Millennium Development Goals (MDGs) and improving Indonesia’s Human Development Index (HDI) represent major agendas in Indonesia’s development. In order to successfully meet the predetermined development targets, attempts to improve education should be situated within a broader context by considering
socio-economic factors, including regional and national economic trends and needs of the workforce.

Presently, the rate of poverty in Indonesia is high. The percentage of the population living below the poverty line stands at 17.4%, and the incidence of poverty in rural areas is higher than urban areas. For example, in 2003, sixty-seven percent of the poor (around 25 million people) were located in rural areas (20.3% of the rural population), compared with 12 million people in urban areas (13.5% of the urban population).

The majority of the poor in Indonesia are employed in the agriculture sector. For example, in 2003, sixty-eight percent of rural workers were employed in this sector, mostly in informal employment. In 2005, people employed in this sector were 44% of the total population. Improved rural access to formal and non-formal basic education and literacy is believed to be a key factor in rural economic growth and increasing opportunities for further education and formal sector employment.

The rural population is more vulnerable to escalation of prices than the urban population due to a higher proportion of the population living in the rural areas stand just over the poverty line. To respond to this problem, a strategy has been devised—that is by revoking school fees and making efficient use of available resources.

Education reforms need to take into account the fact that inequities in access to schooling are mainly poverty related: a survey has indicated that 85% of households reported that direct cost barriers and child employment determine decisions on school absences (EFA MDA Indonesia, 2007). Likewise, EFA and broader education planning also considers a number of demographic, social and health factors. For instance, as the

Figure 1: Gross Enrolment Rates By Poverty Quintile

![Figure 1: Gross Enrolment Rates By Poverty Quintile](image-url)
population growth rates are now declining (currently 1.2% per annum)—partly because of the declining fertility rate which has fallen from 3.3 1980’s to the current estimate of 1.5. Infant mortality rates-- currently estimated 44 per thousand live births-- are high in many regions. This leads to a projected decline in demand for primary and secondary schooling over the next decade. Government of Indonesia sees this as an opportunity to begin to shift the focus from access to quality improvement.

It has long been realized that children’s health status is strongly correlated with their both school attendance and cognitive development. As reflected in data used in government documents (such as *EFA MDA Indonesia, 2007*), children’s overall health status still causes a great concern. Rates of malnutrition among under fives are high (around 25%) with incidence of faltered growth amounting to 15% among 2-5 year olds. As recorded in 2005, the rates of mulnutrition also varied strikingly between poor and rich provinces—e.g., 15% (in Yogyakarta) and 42% (in Gorontolo). We believe that increased and more equitable access to childcare and maternal health education programs-- through both formal and informal approaches—is critical to help overcome this issue.

We realize as well that child and family health and nutrition status also correlates strongly with mothers’ level of education.
Consistent with this thinking, assuring gender equity in access to ECCE service, primary and secondary schools can potentially serve as a good strategy.

C. Context for Education Development


As specified in the Renstra 2005-2009, four policy directions represent priority for this period: (a) to expand education services and provide more equitable access; (b) to increase the quality of services; (c) to increase the relevance of education to national development; and (d) to strengthen education management and efficiency. In its actual translation into programs of activities in various directorates, Renstra as a planning guide is further elaborated on and mapped out against various factors including geographic and demographic patterns of distribution which are, in Indonesian context, extremely varied and complex.

By and large, education development in Indonesia is presently guided by the ultimate commitment to developing all citizens of Indonesia to their full potential in three different but mutually reinforcing dimensions: affective domain (which manifests in strong faith and piety, ethics-aesthetics, and fine moral characters and behaviours), cognitive capacities (as reflected in sophisticated thinking capacities and superior intellectualism capable of acquiring and developing knowledge and mastering technology), and
psychomotor abilities (as reflected in sophisticated technical skills and practical intelligence). In line with this, The Ministry of National Education (MoNE) has the long term vision that all Indonesia’s children and young people will have equal opportunities to quality education at all levels, irrespective of their economic status, gender, geography, ethnicity and physical conditions consistent with the Government’s commitment to the U.N. Convention on the Rights of the Child. The Ministry’s ultimate goal is to create a condition where graduates of all its education institutions will meet the highest international and regional standards and will be competitive in the global and regional job markets and serve as a catalyst for broad-based, political, social and economic development in Indonesia. The MoNE’s Renstra 2005-2009 and the EFA action plan have been developed to guide the implementation of this vision of long-term education reform.

The long-term mission of MoNE is to ensure that there are no barriers to accessing education opportunities and that high standards of education and training are assured. Another part of this mission is to ensure that a merit system is adopted which guarantees high achieving individuals move up through the system. A further mission is to openly inform parents, students and other stakeholders of the opportunities available for them, the requirements to satisfy in order to make use of these opportunities and sharing responsibilities for ensuring the greatest benefits of these opportunities. Part of this mission is that the Ministry will provide a teaching and learning environment that promotes a culture of excellence and strengthens the confidence of Government, parents, children and other stakeholders in the value of education and training provided. This MoNE’s mission is consistent with EFA goals and objectives.
In the context of broader decentralization reforms, the Ministry will adopt a stronger facilitating role in providing local governments with clearly set standards, guidelines on optimum strategic choices and financing mechanisms, whilst recognizing the decision making powers of local governments and district education managers. The formation of the EFA coordination forum, whose members come from various key government ministries and other stakeholders, is consistent with this approach.

The formulation of the Renstra 2005-2009 and subsequent revision of the national EFA action plan has resulted in an alignment of Government’s education reform program. The National Education Law 20/2003 has also stipulated that implementation of EFA plan and achievement of MDG goals and targets should fully be in line with the Indonesian legislative and regulatory frameworks. To meet this requirement, the Renstra and EFA Action Plans have also been aligned with three main strategic pillars: (1) ensuring expanded access and equity, (2) improving quality and relevance and (3) strengthening governance, accountability and public image. In this way, the Renstra and EFA action plans ensure a strong focus on institutional, organizational and financing reforms as a way of achieving the goals and targets of Renstra and EFA Action Plan.

D. Data Collection and Sources
The data and results of analyses used in this report have been drawn from government official reports—especially EFA MDA Indonesia 2007- and various sources from a number of ministries and agencies. The data and analyses on access draw on education censuses carried out annually by both the Ministry of National Education and the Ministry of Religious Affairs on an annual basis.
The report presents a broad range of data related to Indonesia’s ECCE (as part the national framework of EFA), including those developed within time series and disaggregated along key relevant factors (such as poverty groups, urban/rural, gender). This information is derived from annual and multi-annual sample household surveys (SUSSENAS) conducted by the National Bureau of Statistics (BPS). These sample surveys have been validated by EFA National Taskforce over a number of years as being representative of Indonesia’s national trends and patterns. The report also draws on specific analytical work and reports carried out by Government ministries, supported by international donors. These sources are referenced when used in the report.

The report also presents a broad range of information and analyses on public expenditure for education. The primary sources include the finance/budget departments of the Ministry of National Education and Ministry of Religious Affairs, in addition to other sources such as recent public expenditure reviews carried out by the Ministry of Finance and BAPPENAS (National Development Agency of Indonesia) with support from the World Bank and other development agencies.
II. An Overview of Indonesian Education System

In this second part of the report, four sections were presented. First, broad trends of Indonesia’s education development is described briefly with a focus being placed on discussion of impacts of international conventions and agreements on Indonesia’s educational development; the issuance of a revised version of 2003 education law and how this has helped shape ensuing actions being taken towards meeting the international commitments already made earlier; and then follows the strategic strategies the Government of Indonesia has devised in her attempts to realize what has been determined to be achieved in the near future.

The second section presents a discussion of efforts currently being made by the Government of Indonesia; the third section follows with an elaboration on ideas and programs being developed in an attempt to address an issue of equity of access to education services in general; then follows the fourth section which describes plans and programs being developed to improve education and quality standards; and the last section presents Indonesia’s attempt to improve education governance and accountability.

A. Broad Education Development Trends

Since the institution of the Jomtien (1990) and Dakar (2000) international agreements, there have been a number of key milestones in education development in Indonesia, including: (a) a number of action plans to expand access to high quality basic education, (b) introduction of legislation and regulations for the decentralisation of education service management in 1999-2004, (c) amendments to the 1945 constitution related to education, set out in a new Education Law
20/2003 and (d) formulation of a revised education reform strategy, Renstra 2005-2009. These initiatives set out a legislative and regulatory framework for expanding education opportunities, defining standards and measures for improving education service governance and accountability.

The revised 2003 education law sets out the legal provision for ensuring that the unreached or disadvantaged groups are addressed by the Ministry of National Education and Ministry of Religious Affairs, focussing specifically on equitable treatment for (a) religious, linguistic and ethnic minority groups, (b) socio-economic status and other stratifications, (c) males and females, (d) students with disabilities or special needs, (e) places of residence (be it in remote or rural, major islands or border areas) and (f) the very poor, orphans, street and working children.

Based on the 1999 decentralization legislation and the education Law 20/2003, the Government has designed specific strategies and programs to implement the education policy, legislation and regulations through three overarching major strategic pillars: (a) ensuring improved access and equity, (b) improving quality and relevance and (c) strengthening governance, accountability and public image.

B. Toward Achieving a More Equitable Access to Education Services

Current Government strategies and plans are directed at meeting MDG targets by 2010, especially ensuring the remaining 8% of primary school children and 35% of junior secondary school-age youngsters are enrolled and retained in schools. Key strategies to achieve this long-term objective include (a) an increased junior secondary school construction program in under-served areas, (b) expansion of non-
formal and informal primary and junior secondary school programs for school dropouts, (c) reduction of direct and indirect cost barriers by way of increasing school operational budgets (BOS) and constructing schools close to home (e.g. integrated primary and junior secondary schools), and (d) expansion of public information and communication programs to promote school enrolment.

Key programs for enabling more equitable access include (a) expansion of infrastructure programs, (b) increased deployment of teachers to under-served areas, (c) expansion of early childhood education, (d) expansion of ICT-based distance learning and communication programs, (e) expansion of non-formal delivery of primary and junior secondary programs (i.e., packet A, packet B), (f) expansion of adult literacy programs, especially in hard-to-reach remote areas and (g) increased community involvement in the management and delivery of basic and post-basic education programs by incorporating capacity building measures.

C. Improving Education Quality and Standards

Government is taking a number of measures to improve the quality, efficiency and effectiveness of basic education quality. Key strategies include (a) expansion of education standards setting and monitoring systems through the establishment of the Board of National Education Standards (BNSP), (b) introduction and implementation of new teachers professionalism and quality assurance standards, through new legislation and organisational reform at central, provincial and district levels and (c) review of teacher utilization and deployment patterns, incorporating potential measures to increase non-salary operational spending, especially on instructional materials and school maintenance.
Some initial ideas have been formulated in the form of proposals which contain a mixture of demand and supply-side interventions, including (a) review of national primary and junior secondary school curricula and core textbooks and (b) immediate rehabilitation of primary and junior secondary schools in poor condition in order to create a better, more conducive learning environment. The spirit of these measures is also complemented with the development of new minimum service standards related to outcomes (e.g. student exam performance) and inputs (e.g. school infrastructure standards, textbook availability norms).

Government is adopting a systemic approach to addressing these constraints. New guidelines and regulations for use of school operational budgets focus on instructional materials and school asset maintenance. Strategic options to improve teacher management, incentives for teacher deployment to rural schools and teacher recruitment are currently being reviewed. Alternative approaches to expanding cost effective teacher upgrading systems are also being studied. An action plan and financing strategy for school rehabilitation, particularly primary schools, is a key program in RENSTRA 2005-2009, including prioritised 5 year budget allocations.

D. Improving Education Governance and Accountability

RENSTRA priorities include (a) new instruments and processes are needed to strengthen mutual accountability between executive and parliamentary arms of Government, (b) measures to increase the results orientation of financial planning and budgeting systems are also critical, (c) key capacities also need to be strengthened or extended, especially personnel management, performance monitoring, quality assurance and internal audit systems, and (d) the currently
fragmented financial and information systems also need to be addressed.

Both MoNE and MoRA have identified as a top priority the strengthening of the accounting and internal audit systems and better coordination with the Auditor General’s Office, Supreme Audit Authority and Ministry of Finance inspection functions. A second priority is to improve capacity to implement existing financial management and accounting systems. A third priority is to strengthen capacity to monitor policy implementation, including RENSTRA priorities and targets and minimum service standards.

A number of key possible points of departure for system strengthening have been identified by the two ministries. Strengthening performance and financial audit systems within the Inspectorate General is a priority. Enhancing examination systems and other quality assurance measures through the independent Bureau of National Education Standards is also a priority. Supporting organisational development of the new Directorate General of Teacher Management and Quality Assurance is also accorded a high priority. Introducing a greater performance orientation to education management information systems is seen as another key entry point.

1. Education Policy and Legal Environment

In the past five years, Government has developed a comprehensive legislative and regulatory framework that sets out the roles, responsibilities and obligations of central/district authorities and community level stakeholders for education service provision. Sector development planning is built on the legal obligations of the State as outlined in the 4th Amendment to Article 31 on Education in the

The law mandates implementation of decentralization in two stages: (a) devolution of authority to manage the education service delivery from central to the local governments and (b) devolution of a significant authority to the school level as manifested in the implementation of school-based management. Parallel to the latter, the law promotes a greater role for the community, e.g. involvement in the education council at the district level and the school committee at the individual school level. Provision and improvement of educational quality and relevance is stipulated in Law 20/2003 on National Education System and spelled out in detail at a more operational level by Government Regulation No.19/2005 on National Standard of Education.

Since late 2004, a number of key regulatory actions have been taken to lay foundations for education reform. PP 65/2005 for developing new minimum service standards across sectors has been issued by Ministry of Home Affairs (MoHA). The independent Board of National Education Standards (BSNP), established in mid 2005, has developed (a) the Standard on Contents which was issued through regulations 22/2006, and (b) the standard on Competence through regulations 23/2006 while Regulation no. 24/2006 has been issued to clarify roles of different levels of government in the implementation of these divisions of roles and responsibilities. For instance the regulation grants governors and Bupatis (or regents) some leeway in developing,
scheduling and implementing these regulations depending upon their own conditions.

In 2005, Indonesian’s parliament approved a new legislation (Law 14/2005) related to new or increased functional, professional and special-areas incentives (e.g., in the form of hardship allowance) for teachers, as part of measures for education standards improvement. This legislative provision applies to MoNE and MoRA, covering both public and private schools. These comprehensive measures-- together with access to school operational budgets-- constitute an opportunity for increased policy alignment across all providers.

2. Organisation and Structure of Education System

Under Education Law 20/2003, the Indonesia’s education system is organised and tracks are differentiated as the following: (a) early childhood education including day care centers, playgroups and kindergartens, (b) primary education including both formal and non-formal (Paket A), (c) junior secondary education including both formal and non-formal (Paket B), (d) senior secondary education including both formal (general or vocational) and non-formal (Paket C and apprenticeships) and (e) higher education, including professional education of managers and teachers.

The education services are primarily delivered through institutions under the auspices of the Ministry of National Education (MoNE) and Ministry of Religious Affairs (MoRA) which regulate both public and private providers, alongside public and private Universities which have variable degrees of autonomy. The system also covers formal, non-formal, informal and distance-learning approaches to education service delivery, with a growing emphasis on ICT-based education services. Legal provision, organization and service delivery
also considers students with special needs, including both students with learning disabilities and gifted students.

In Indonesia, education is financed from various funding sources, including central, provincial and district Government budgets and parental/community contributions. The Indonesian Government has demonstrated its commitment to implementing EFA by increasing public expenditure on education. Overall, in the past decade, there has been an increase in Government expenditure on education. Public expenditure on education has grown from around 42 trillion Rps in 2001 to 79 trillion Rps in 2005. Education shares of national expenditure have grown from 12% to almost 15% over the same period. Similarly, the education share of GDP has increased from 2.5% to 2.9% over the same period.

Table 1: National Public Expenditure on Education (Central + Province + District) for 2001 to 2007 (in Trillion Rupiah)

<table>
<thead>
<tr>
<th>Education</th>
<th>2001</th>
<th>2002</th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
<th>2006*</th>
<th>2007**</th>
</tr>
</thead>
<tbody>
<tr>
<td>Nominal National Education Expenditures</td>
<td>42.3</td>
<td>53.1</td>
<td>64.8</td>
<td>63.1</td>
<td>78.6</td>
<td>114.7</td>
<td>131.0</td>
</tr>
<tr>
<td>National Education Expenditures (2001 prices)</td>
<td>42.3</td>
<td>47.4</td>
<td>54.3</td>
<td>49.8</td>
<td>56.2</td>
<td>72.7</td>
<td>78.1</td>
</tr>
<tr>
<td>Growth Real National Education Expenditures</td>
<td>40.3</td>
<td>8.5</td>
<td>18.4</td>
<td>8.4</td>
<td>12.8</td>
<td>29.4</td>
<td>7.5</td>
</tr>
<tr>
<td>Education Exp. (% Total National Exp.)</td>
<td>12.0</td>
<td>15.7</td>
<td>16.0</td>
<td>14.2</td>
<td>14.7</td>
<td>15.7</td>
<td>16.8</td>
</tr>
<tr>
<td>National Education Exp. (% GDP)</td>
<td>2.5</td>
<td>2.8</td>
<td>3.2</td>
<td>2.8</td>
<td>2.9</td>
<td>3.5</td>
<td>3.9</td>
</tr>
<tr>
<td>Total Nominal National Expenditures</td>
<td>352.8</td>
<td>336.5</td>
<td>405.4</td>
<td>445.3</td>
<td>535.8</td>
<td>728.2</td>
<td>778.2</td>
</tr>
<tr>
<td>Total Real National Expenditures</td>
<td>352.8</td>
<td>300.8</td>
<td>339.9</td>
<td>351.6</td>
<td>382.9</td>
<td>461.3</td>
<td>464.0</td>
</tr>
<tr>
<td>Government Size (Total exp. % of GDP)</td>
<td>21.0</td>
<td>18.1</td>
<td>19.8</td>
<td>19.6</td>
<td>19.6</td>
<td>22.0</td>
<td>22.0</td>
</tr>
</tbody>
</table>


In the past two years, the Government’s commitment to accelerating the implementation of EFA goals and targets has been reflected in increased central public expenditure allocations for education. In 2007, the allocation for education is approximately Rps 131 trillion, which constitutes a 67% increase over expenditure in 2005. The share of public expenditure in 2007 is approximately 16.8%, which equals 3.9% of GDP.
For the period of 2001-2004, the majority of education spending took place at district levels (see the table below). The spending at national and provincial levels was increasingly focused on development spending (e.g. school infrastructure, scholarships, textbooks) specifically related to achieving EFA goals and targets. The share of education spending on personnel costs remained roughly constant over the period of 2002-2004 with around 94-96% share of district expenditure and 62-71% of provincial expenditure.

In Indonesia, by and large, the patterns of per-pupil expenditure are comparable to international norms. For example, expenditure per pupil in junior secondary education is approximately 2.5 times that of primary education, whereas senior secondary education is 3.4 times more than primary. Per-student expenditure at tertiary education levels is roughly 11 times more than primary education.
As mentioned earlier, in Indonesia, schools are funded from a number of sources, including Government and parental contributions. A survey in 2002/03 indicated that 92% of primary school budgets were funded by district governments with parents contributing 4% in the form of school fees and other contributions. Parental contributions for junior and senior secondary schools made up approximately 13% and 17% respectively; this reflects a significant access barrier for students from poorer households. Recognizing these constraints, Government introduced a new primary and junior secondary school funding mechanism (BOS, Bantuan Operasional Sekolah, which literally means “School Operational Aid” ) designed to offset parental school fee contributions, through operational budget support being directly paid to schools. The BOS is also designed to increase the volume and proportion of non-personnel spending at the school level. A program of scholarships for the poor (BKM) has continued--albeit in a reduced form.

<table>
<thead>
<tr>
<th>Countries</th>
<th>Pre-primary Education</th>
<th>Primary Education</th>
<th>All secondary Education</th>
<th>All tertiary Education</th>
</tr>
</thead>
<tbody>
<tr>
<td>Indonesia</td>
<td>64</td>
<td>110</td>
<td>315</td>
<td>1296</td>
</tr>
<tr>
<td>India</td>
<td>79</td>
<td>396</td>
<td>712</td>
<td>2,486</td>
</tr>
<tr>
<td>Malaysia</td>
<td>552</td>
<td>1,897</td>
<td>2923</td>
<td>14,405</td>
</tr>
<tr>
<td>Philippines</td>
<td>62</td>
<td>491</td>
<td>452</td>
<td>1730</td>
</tr>
<tr>
<td>OECD Mean</td>
<td>4,294</td>
<td>5313</td>
<td>7002</td>
<td>10,655</td>
</tr>
</tbody>
</table>

Source: Investing in Indonesia’s Education, World Bank, January 2007
Per capita spending on education across provinces in Indonesia is strikingly varied, and this variation occurs in all forms and levels of education. In 2004 the national average was Rps 198,000 per capita per annum (see Figure below) with individual provincial spending ranging from around Rps 110,000 to Rps 550,000. Much of this variation is due to larger economies of scale for education service delivery in more densely populated provinces. Many of the higher spending provinces have scattered populations and small school sizes, making it difficult to utilize staff and other resources cost efficiently.

Gaps also exist in per-capita spending on education across districts. In general, spending patterns at the district level show that the richest districts have not only higher per-capita spending but also higher per-student expenditure. The spending gap between the poorest and richest districts has also increased over the period 2001-2004 (see the table below). Nevertheless, the poorest districts also set a similar priority to education spending as other, richer, districts. These patterns are due in part to higher enrolment in secondary education (which has higher unit costs) in the richer districts. The table below also highlights the low proportion of district spending on non-personnel costs.
Table 4: District Expenditures on Education by Poverty Quintile

<table>
<thead>
<tr>
<th>District Quintile</th>
<th>Per Capita Total District Expenditure 2001</th>
<th>Per Capita Total District Expenditure 2004</th>
<th>Education Expenditure per Public School Student 2001</th>
<th>Education Expenditure per Public School Student 2004</th>
<th>Education as % of Overall Expenditures 2001</th>
<th>Education as % of Overall Expenditures 2004</th>
<th>Non-personnel Education as % Total Expenditure 2001</th>
<th>Non-personnel Education as % Total Expenditure 2004</th>
</tr>
</thead>
<tbody>
<tr>
<td>Poorest</td>
<td>558,116</td>
<td>725,459</td>
<td>165,486</td>
<td>215,523</td>
<td>35.7</td>
<td>34.4</td>
<td>5.5</td>
<td>5.3</td>
</tr>
<tr>
<td>2</td>
<td>364,804</td>
<td>724,234</td>
<td>148,595</td>
<td>228,492</td>
<td>40.1</td>
<td>36.3</td>
<td>4.4</td>
<td>4.7</td>
</tr>
<tr>
<td>3</td>
<td>393,305</td>
<td>690,836</td>
<td>144,850</td>
<td>209,021</td>
<td>43.0</td>
<td>35.0</td>
<td>4.3</td>
<td>4.6</td>
</tr>
<tr>
<td>4</td>
<td>493,893</td>
<td>899,841</td>
<td>164,214</td>
<td>245,510</td>
<td>40.0</td>
<td>32.0</td>
<td>4.9</td>
<td>5.6</td>
</tr>
<tr>
<td>Richest</td>
<td>619,163</td>
<td>950,714</td>
<td>182,893</td>
<td>272,704</td>
<td>32.9</td>
<td>31.1</td>
<td>5.2</td>
<td>3.9</td>
</tr>
<tr>
<td>All</td>
<td>484,758</td>
<td>798,819</td>
<td>165,168</td>
<td>234,718</td>
<td>38.2</td>
<td>33.7</td>
<td>4.8</td>
<td>4.8</td>
</tr>
</tbody>
</table>

Source: Investing in Indonesia’s Education, World Bank, January 2007

In the meantime, Government has demonstrated its strong commitment to achieving EFA goals and targets through increased education expenditure allocations over the past 7 years (see Figure below). Recovery from the 1997 economic crisis meant only gradual growth in MoNE budget allocations over 2000-2004, with allocations rising from Rps 11.3 trillion in 2000/01 to Rps 16.9 trillion in 2004/05. However, since the adoption of revised EFA strategies in the Renstra (strategic plans) 2005-2009, education expenditure allocations have grown significantly—rising from Rps 16.9 trillion in 2004/2005 to approximately Rps 44.1 Trillion in 2007/08. Budget allocations for achieving 9-year compulsory education have also increased from Rps 7.1 trillion (in 2004) to Rps 19.9 trillion (in 2006/07 and 2007/08).

As programs implementation improves, MoNE’s budget spending and realization rates also improve. For instance, 2005/06 budget disbursements were Rps 23.1 trillion from a budget of Rps 26.1 trillion (89%).

Figure 4: Central Education Expenditure Allocations, MoNE Only

Source: Ministry of National Education
As of end of February 2007, Rp 37.2 trillion of the 2006/07 budget of Rp 40.5 trillion has already been disbursed (92%).

Similar increases also occurred in expenditure allocations on all EFA related programs for the period of 2004-2007. Program budget allocations for 9 years of compulsory basic education have more than doubled, invested to expanded primary and junior secondary school infrastructure repair and new construction, textbook provision and the expansion of the school operational budget support initiative. Budget allocations for out-of-school non-formal education have almost doubled, with a priority being placed on expanded adult literacy, increased access to equivalency programs and new early childhood education initiatives.

Table 5: Central MoNE Expenditure Allocations, By Program

<table>
<thead>
<tr>
<th>Program</th>
<th>2004/05</th>
<th>2005/06</th>
<th>2006/07</th>
<th>2007/08</th>
</tr>
</thead>
<tbody>
<tr>
<td>Early Childhood</td>
<td>0.4</td>
<td>0.4</td>
<td>0.3</td>
<td>0.5</td>
</tr>
<tr>
<td>Formal Basic Education</td>
<td>7.1</td>
<td>10.9</td>
<td>19.9</td>
<td>19.9</td>
</tr>
<tr>
<td>Formal Secondary Education</td>
<td>2.1</td>
<td>2.6</td>
<td>3.6</td>
<td>3.7</td>
</tr>
<tr>
<td>Higher Education</td>
<td>2.4</td>
<td>6.2</td>
<td>10.8</td>
<td>7.8</td>
</tr>
<tr>
<td>Out-of-School Education</td>
<td>0.7</td>
<td>0.5</td>
<td>0.8</td>
<td>1.2</td>
</tr>
<tr>
<td>Quality Improvement</td>
<td>N/A</td>
<td>2.8</td>
<td>3.3</td>
<td>2.4</td>
</tr>
<tr>
<td>Other</td>
<td>4.2</td>
<td>2.7</td>
<td>1.8</td>
<td>8.5</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>16.9</strong></td>
<td><strong>26.1</strong></td>
<td><strong>40.5</strong></td>
<td><strong>44.0</strong></td>
</tr>
</tbody>
</table>

Source: Ministry of National Education (MoNE)

The Government of Indonesia has also paid increasingly serious attention to lifelong learning and life skills education programs through formal and non-formal approaches. The increased allocation for secondary education program reflects implementation of strategies to increase transition rates to senior secondary education, both general and vocational. The out-of-school program also includes expansion of senior secondary equivalency (Paket C programs). The increased allocation for higher education includes programs that help assure
transition from senior secondary to higher education, including vocational and professional studies.

A key feature of the current MoNE’s program budget patterns is the introduction of a program specifically dedicated to implementing the legislation associated with upgrading and certifying the teaching force at University graduate levels. The program is managed through the Directorate of Quality Improvement for Teachers and Education Personnel. A related initiative is increased spending on education standards setting and monitoring, through the MoNE’s examinations centre and the recently established Board of National Education Standards (BNSP). New programs and budgets have also been introduced since 2005 to strengthen MoNE’s financial management, accountability and audit systems.

3. **EFA Coordination Mechanisms**

The legal basis for EFA coordination is set out in a decree issued by the Coordinating Ministry for People’s Welfare in 2002. This decree established an EFA Coordination Forum (FORKONAS-POS) chaired by the Deputy Minister for People’s Welfare, with the EFA secretariat established in the Directorate General of Out-of-School Education, Ministry of National Education. There is an advisory board at the Ministerial level with representatives from Ministries of People’s Welfare, National Education, Religious Affairs, Home Affairs, Finance, Social Affairs, Health, Planning and Women’s Empowerment. The forum membership includes Director Generals from the various Ministries and selected representatives of non-government organizations and other key informants.

Under the EFA secretariat six inter-ministerial working groups have been established to initially prepare EFA action plans against the
six main goals of: (a) early childhood education, (b) basic education, (c) adult literacy, (d) life skills, (e) gender equity and (f) quality improvement. This arrangement was used to coordinate preparation of the EFA National Plan of Action in November 2005. The same arrangement has been used to prepare the EFA Mid Decade Assessment, with taskforce members being appointed by the EFA secretariat.

As part of this process, provincial and district EFA forums have been established, with broadly the same government and NGO representation. Members are appointed by the provincial and district directors of education. This network helps ensure that appropriate EFA information flow takes place for EFA planning and monitoring. As part of the communication and consciousness-raising activities, regional meetings of provincial/district education forums are held annually. This mechanism will be used to disseminate the findings of the EFA mid-decade assessment.
III. ECCE SUBSECTOR: EXPANDING EARLY CHILDHOOD CARE AND EDUCATION (ECCE) OPPORTUNITIES

Consisting of five sections, the purpose of this chapter is to provide specific context which has a relatively direct bearing on early childhood education subsector in Indonesia. First, national policy and strategic framework for educational development is presented. Discussion on sociocultural guiding values—which serve as a context for policy making—is presented next. The third section elaborates on a wide array of ECCE services offered in Indonesia’s education system. EFA goals and targets as a context for the development of ECCE services in Indonesia are then discussed. The last section presents key strategic priorities for improving various aspects of ECCE services available in the country.

A. National Policy and Strategic Framework

The Dakar 2015 target for Early Childhood Care and Education is to increase access and quality to childcare and education services for 0-6 year olds. Indonesia’s target is to ensure 75% access and coverage for this age group in 2015. To achieve the national target (i.e. 75% of young children receive care and education services by 2015) a major policy initiative is to ensure “integration of education services program with care program for young children”. This policy will be approached by way of:

- optimizing the existing care services by incorporating in it some portion of early childhood education program.

- optimizing the existing early childhood education programs by complementing it with care program for young children.

- developing service models for education services that are integrated with care services like Posyandu being integrated with early
childhood education (ECE /or PAUD) services, BKB with PAUD and the like.

- developing pilot programs for PAUD deemed most suitable to meet local needs (i.e., use of “local wisdom”).

To achieve the targets already set out, the following programmed activities are among high-priority agendas:

1. Equal distribution and expansion of care and education services for young children delivered in an integrated way:

- Development and utilization of various facilities/infrastructures existing in the community for various activities for early childhood care and education.

- Development and initiation of various models for early childhood care and education (Day Care Centre, Play Group, Small TK, Alternative TK, Integrated Posyandu and PAUD, BKB integrated with PAUD, and the like) to meet the needs of local communities.

- Development of referral centre for care and education services for young children in every province.

- Improvement of public awareness on the importance of early childhood care and education through socialization, advocacy, guidance and elucidation and through direct involvement of the community in program management in early childhood care and education activities.

- Exploration of various funding sources from local and central governments, the public, and business community for assurance of equal distribution and expansion of early childhood care and education services.
• Provision of support and assistance to institutions, organizations which are concerned with early childhood care and education to improve accesses to services.

• Development of various institutions for early childhood care and education service (i.e., “from, by and for the community”).

2. *Improvement of Quality and Relevance of early childhood care and education services. Formulation and development of various standards for personnel, facilities, infrastructure, curriculum for early childhood care and education services. The following six plans of action have been in the agenda.*

• Improvement of qualifications and competency of educators, counsellor and program managers for early childhood care and education services.

• Provision of support and assistance to the institutions related to early childhood care and education services.

• Execution of programs for development, evaluation and procurements of various materials for learning, guidelines, curriculum and facilities and infrastructures in line with program needs for early childhood care and education services.

• Development of policy for collaboration with other relevant institutions including higher learning institutions, technical departments and other organizations to ensure smooth implementation of early childhood care and education services.

• Provision of technical assistance, guidance and encouragement, especially to the institutions concerned with early childhood care and education services.
Exploration of various financial sources from central and local governments, the community and private sector towards improvement of early childhood care and education services.

3. Improvement of governance and accountability in early childhood care and education services.

- Provision of sustainable guidance, monitoring and evaluation on the institutions concerned with early childhood care and education services.

- Development of collaboration and partnership networks and coordination with various institutions, organizations and related sectors by way of—among others—establishing consortiums, forums and professional organizations for PAUD (ECCE) educators.

- Data collection and consolidation of target group and/or target programs of ECCE services.

- Assurance of smooth flow of communications, information and education materials on ECCE services through printed and electronic media.

- Development and dissemination of various standards and procedures related to ECCE services.

- Program implementation relative to evaluation, monitoring and feasibility study to review quality and for the purpose of revision of policy in ECCE program.

- Upgrading and improvement of the management of ECCE services both at central and local levels.
B. Policy Context: Sociocultural Guiding Values

In his capacity as Director General of Out-of-School & Youth Education, Dr. Fasli Jalal (2003) explicitly pointed out that for Indonesia, ECCE services are, as they have already been since decades ago, initiated, funded and owned by the society at large. As well it has been made clear for the public on numerous occasions that the primary jobs of the Government is (1) to ensure that the community continues to develop a sense of ownership towards ECCE services available in the country, and (2) to facilitate further development of the community-initiated and community-funded ECCE programs by making various strategic interventions to benefit Indonesian young children.

Consistent with this thinking, the approach being adopted by Government is --as many PAUD authorities call it—“community empowerment”. That is, government proactively creates conditions and momentums so that initiative taking develops from the “bottom” (e.g., the motto “from, by, and for the community”) by way of advocacy measures, consciousness-raising campaigns, and dialogic deliberations about how important it is that every family in the community takes care of their children from early age so that these children develop into productive and useful citizens later on in their adulthood. Government, in this “community empowerment” process, serves the role of a facilitator—which helps create conducive atmosphere and devises enabling mechanism so that “common good” can be achieved by way of mutual assistance (“gotong-royong”) and mutual consultations (“musyawarah untuk mufakat”) (Sardjunani & Suryadi, 2005).
Translated into practice, “community empowerment”—as articulated by an authority in Directorate Early Childhood Education (personal communication, July 3, 2007)—can take many different forms of activities. In terms of Government’s activities, for instance, these may include (a) socialization of knowledge about how children grow and develop and parenting training focusing on practical, procedural knowledge of how to facilitate children’s development in their multiple dimensions, (b) giving block grants to help communities to ensure ECCE programs these communities have established to function in serving children in their environment, (c) giving seed monies to serve as a start-up stimulant to encourage community-initiated ECCE services to improve quality of their services to the children, (d) providing free trainings to ECCE providers/ managers/ teachers on new techniques of how to—for example—develop children’s multiple intelligences, (e) reaching out to work collaboratively with various professional, religious, and social organizations concerned with ECCE to both augment and improve their services to young children, and (f) providing good models of ECCE programs together with detailed examples of how these selected models work in daily practice.

This community-empowerment approach to ECCE, according to Jalal (2003), is directed to marginalized communities or those who are underserved, by taking into account “local culture and local environment”. This approach—which is responsive to local needs and supportive of preservation of local uniqueness—has resulted in various forms of community-initiated daycare-like, collective childrearing programs with many different names. Examples include SPAS (Sanggar Pendidikan Anak Sholeh) in Bone, South Sulawesi, TAPAS (Taman Penitipan Anak Sholeh) in East Java, and BAMBIM (Bina Anak
Muslim Berbasis Masjid). These are but a few examples of non-formal, community-initiated and community-funded ECCE services which have surfaced out of unique needs and aspirations of the social groups relative to how they want their young children to be raised in their respective localities.

The “empowerment of community” and “local wisdom” as principles carry the purpose of affirmatively “pro-poor” policy orientation in order reach out to the marginalized segment of the society so that existing gaps in equality and equity of access to PAUD services can be reduced and gradually narrowed.

With this set of socio-cultural values guiding social life in general and collective decision-making in particular, officially the Government will never take over the role served and contributions made by the community relative to the kinds of ECCE services the community needs and how these needs should be met (Jalal, 2003, 2004).

With this approach—as Dr. Fasli Jalal further contends-- the government attempts to expand the service coverage and improve the quality and efficiency of PAUD program.

C. ECCE services offered in Indonesia

There are at least five major forms of early childhood service delivery, care and education being offered in Indonesia: (a) Kindergarten (TK); (b) Raudhatul Athfal (RA); (c) Play Group (KB); (d) Children Daycare Centre (TPA); Infants’ Family Development (BKB); (f) Integrated Health Service Centre (Posyandu), or other equivalent forms.

Kindergarten (TK): TK is a form of early childhood education through formal stream. The objective of TK is to help establish the foundation for the development of attitude, behavior, knowledge, skill
and creativity of child for further development and growth. By attending TK, the children are expected to be better prepared to join primary education. The target for TK education is children between 4-6 years of age which are divided into two groups based on age, i.e. Group A for 4-5 years and Group B for 5-6 years of age.

Kindergarten education is supervised by the government together with professional associations, and the society. The government is represented by the Ministry of National Education and its provincial and district/municipal offices. Professional associations are represented by the Association of Kindergarten Organizer (GOPTKI) and the Association of Indonesian Kindergarten Teachers-Indonesian Teachers Union (IGTKIPGRI), and the society is represented by the Kindergarten Committee. Currently 99.43 percent of kindergartens are organized by the society and only 0.57% is organized by the government.

A key objective is improvement in the efficiency and effectiveness of educational management among others through the development of Minimum Service Standard (SPM) for the organization of kindergarten education, implementation of Professional Development System (SPP) through kindergarten clustering, application of school-based management, improvement of cooperation among the parties involved in kindergarten education.

**Raudhatul Athfal (RA):** Similar to TK, RA is one of the formal channels of education. An Islamic kindergarten, RA can even be considered to have no difference with TK. The difference between RA and the kindergarten (TK) is in the religious nuances the former has. In RA the Islamic atmosphere is very strong and this Islamic value-orientation becomes the spirit of the overall teaching and learning process.
As with the kindergarten, RA is established with the objectives of helping to lay the foundation for the development of children’s attitude, behavior, knowledge, skills, and creativity that will be needed for their subsequent growth and development. The target of RA is the same as that of the kindergarten, i.e. children of the ages of 4 to 6 or until the children are ready to begin their primary education. RA falls under the supervision of the Ministry of Religious Affairs (MoRA).

**Playgroup:** Playgroup is a type of educational service given to children from the age of 3 until they are ready for primary education. Its activities aim at developing the children’s potential to the optimum appropriate to their developmental stage through playing while learning and learning while playing activities. Playgroup targets three age groups, i.e. 3 – 4 years old, 4 –5 years old, and 5 – 6 years old groups. The learning activities are classified into two categories, i.e. (1) those whose objective is to cultivate in children basic values such as religious values and good conduct, and (2) those whose objective is to develop language skills, broad and refined motor skills, sensitivity/emotion, socialization skills, and creativity across all the developmental aspects.

Playgroups are generally organized by a foundation or a non-governmental organization (NGO). Only a few of them are organized by the government, such as those developed by Center for the Development of Learning Activities (BPKB) and Learning Activities Clubs in some regions. Playgroups are supervised by the Ministry of Social Affairs/its regional offices and the Ministry of National Education/its regional offices. The Ministry of Social Affairs is responsible for the development of the children’s welfare aspects of the program and the Ministry of National Education is responsible for the development of educational aspects of the program. Other
Ministries may also organize playgroups on the condition that they refer and conform themselves to the regulations issued by the Ministry of National Education.

**Children Day-care Centre (TPA):** TPA is a social welfare program to substitute families for a certain period of time for the children whose parents have to go to work or have to be away from home which preclude them from providing the necessary services to their children. The program is implemented through socialization and pre-school education for children aged between 3 months up to pre-school age. TPA targets are children aged between 3 months and 6 years or even children who have actually been old enough to stay at home (7-8 years). The length of stay in TPA is between 8-10 hours per day, 5-6 days per week.

Children Day-Care Center (TPA) provides various services. *Firstly,* services are provided in the forms of care, upbringing, education and health services. *Secondly,* services for parents are given in the forms of family consultation, counselling programs on children welfare which covers topics such as children growth and development and preschool education. *Thirdly,* community services are given in the form of social counsel on the importance of children upbringing, care, and education, infant socialization; and the role of Children Daycare Center, also provides research and job training facilities for college students and the community in general.

In general, Children Day-Care Center (TPA) which operates in the communities can be categorized into two different types. *Firstly,* the type that develops in the lower level of the society, such as those in the market, hospital and social institutions. This type of TPA generally functions only as a day-care center. *Secondly,* the type of TPA that develops in the middle to the upper class of the society which
serves more than just as a day-care center—that is, this also functions as an educational institution equipped with various facilities and is commonly found in large urban settlements where a day care center has become a necessity.

TPA is taken care of by two different ministries. The Ministry of Social Affairs is responsible for taking care of children-welfare aspect of the program and the Ministry of National Education is responsible for the educational aspect of the program. Other Government Departments may administer TPA on the condition that they refer and conform themselves to the guidelines established by the Department of National Education. TPA is commonly organized by a foundation or an NGO. Only a small number of it are organized by a government agency.

**Infants’ Family Development (BKB):** BKB is an activity that is carried out by the society with the purpose of providing the necessary knowledge and skills to parents and other family members on how to promote optimal infant and toddlers’ growth and monitor their growth and development. BKB also serves as a means for parents and other family members to improve their understanding and ability to provide care and education to their children. The main target of BKB is families with infants and pre-school children (ages 0+ to 6 years). As an organization, BKB represents a group whose memberships are parents who have children aged 0 to 6 years. BKB is a nongovernmental organization (NGO) whose management is carried out by its cadres. A BKB cadre is usually also a cadre of Integrated Health Services Center (Posyandu). In many places, BKB activities have even been integrated with those of the Posyandu.

Relevant to the development of BKB program for families who have children of ages 5 – 6 years old, an educational/counseling
program has also been established which can help parents and other family members prepare their children for primary school. This program, called *BKB Kemas* or Infants’ Family Development Program for School Readiness, involve both parents and their children (aged 5 – 6), so that the children can get used to the school learning environment. Responsibilities for the *BKB* program rest with the Ministry of Women Empowerment which formulates the overall policy for BKB; and its operational responsibilities rest with National Coordinating Body for Family Planning (*BKKBN*). Activities include counseling and home visits.

*Integrated Posyandu (POSPAUD)*: Health and nutrition services for children are provided both by the government through Community Health Center (*Puskesmas*) and by the community through Integrated Health Services Center (*Posyandu*). *Posyandu* is a welfare facility for mother and child that functions as a center providing an integrated health and nutrition services, especially for expecting mothers and children aged 0-5 years. *Posyandu* is an activity “from the community, for the community, and by the community” under supervision by medical personnel.

The *Posyandu* Program constitutes a basic intervention that is preventive in nature by providing services to improve the health and nutrition of children under five years old. In the case where further medical services are called for, patients are sent to the Community Medical Center (*Puskesmas*). All these programs are part of the community’s monthly activities where mothers take their children to receive those services from the health personnel with the help of trained cadres/volunteers. These activities may take place at the house of the village head, the village community hall, a meeting hall, or any other place that suits the need.
The leading sector for the development of *Posyandu* is the Ministry of Home Affairs while the technical responsibility lies with the Ministry of Health. The operational guidance, meanwhile, is to be provided by the Family Empowerment and Welfare Motivational Team (*TP-PKK*) of the central government down to the lowest administrative unit of Neighbourhood Association.

**D. Education for All (EFA) goals and targets as a context for ECCE services development**

The expansion of ECCE program—which has already been included in Renstra of MoNE 2005-2009-- represents one of the major goals agreed upon at the conclusion of EFA World Conference in Jomtien, Thailand. ECCE in the context of EFA is recognized as a requisite to achieving the goals of EFA in general (Umarov, 2005).

The national target for early childhood education (ECE) is to assure that, by 2015, 75% of 0-6 year olds have access to services. There has been a significant increase in access to early childhood programs since 2000. Probably because of under-recording of Islamic ECE enrolment, overall enrolment in ECE programs prior to 2006 has been underestimated. Based on an Memorandum of Understanding established in 2006 between Ministry of national Education (MoNE) and Ministry of Religious Affairs (MoHA), data on Qur’anic ECE enrolment are now included in MoNE’s national statistics and this makes a considerable addition to the existing data on ECCE enrolment. The current status of ECCE access is now 46.6%. Nevertheless, even with this inclusion of new data on Qur’anic ECE, the current gap from the national target of 75% remains high: 28%. This will require continued and sustained efforts to close the gap.
Table 6: Numbers of Children Receiving Early Childhood Education

<table>
<thead>
<tr>
<th>Keterangan</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of Children Aged 0-6 Years Old</td>
<td>28.1</td>
<td>28.2</td>
<td>28.3</td>
</tr>
<tr>
<td>Number of Children Receiving Services</td>
<td>7.8 (27.8%)</td>
<td>8.0 (28.4%)</td>
<td>13.2 (46.6%)</td>
</tr>
<tr>
<td>a. Kindergarten (TK/BA/RA)¹</td>
<td>2.2</td>
<td>1.8</td>
<td>2.2</td>
</tr>
<tr>
<td>b. Play Group</td>
<td>0.09</td>
<td>1.1</td>
<td>1.1</td>
</tr>
<tr>
<td>c. Day Care Centre</td>
<td>0.15</td>
<td>0.18</td>
<td>0.2</td>
</tr>
<tr>
<td>d. Similar ECE Unit²</td>
<td>2.8</td>
<td>2.4</td>
<td>2.6</td>
</tr>
<tr>
<td>e. Qur'an ECE</td>
<td>--</td>
<td>--</td>
<td>5.6</td>
</tr>
<tr>
<td>e. Primary School</td>
<td>2.6</td>
<td>2.6</td>
<td>2.7</td>
</tr>
<tr>
<td>No. of Children Not Receiving Services</td>
<td>20.4 (72.2%)</td>
<td>20.2 (71.7%)</td>
<td>15.1 (53.4%)</td>
</tr>
</tbody>
</table>

¹ Data Source: Pusat Data dan Informasi Pendidikan, Balitbang Depdiknas 2004-2006. ² Data on similar ECE consist of Integrated ECE with Infant’s Family Development Programs (BKB) and Children Quranic Learning (TPQ). Source of data respectively came from National Cordinating Family Plannig Board (BKKBN) and from Ministry of Religious Affairs. TPQ data are based on the 2006 status.

In Indonesia, there has been a decrease in access to early childhood care programs in recent years. It appears that, despite the number of integrated health posts (Posyandu) having increased (from around 243,000 to 258,400 over the period 2004-2006), the number of children accessing services has fallen from around 10.8 million (2004) to 6.6 million (2006). The result is that the current gap against Governments’ 2015 target of 75% access to ECC is roughly 52%.

Table 7: Numbers of Children Receiving Early Childhood Care

(in millions)

<table>
<thead>
<tr>
<th>Note</th>
<th>2004²</th>
<th>2005</th>
<th>2006</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of Children Aged 0-6 Years Old</td>
<td>28.1</td>
<td>28.2</td>
<td>28.3</td>
</tr>
<tr>
<td>Number of Children Receiving Services</td>
<td>10.8 (36%)</td>
<td>8.8 (31%)</td>
<td>6.6 (23%)</td>
</tr>
<tr>
<td>a. Day Care Center</td>
<td>0.015</td>
<td>0.018</td>
<td>0.020</td>
</tr>
<tr>
<td>b. Integrated Post</td>
<td>10.8</td>
<td>8.8</td>
<td>6.6</td>
</tr>
<tr>
<td>No. of Children Not Receiving Services</td>
<td>17.3 (61.6%)</td>
<td>19.6 (69.4%)</td>
<td>21.8 (76.8%)</td>
</tr>
</tbody>
</table>

¹ Based on active integrated health post (Posyandu): in 2004 among 245,290 posyandus recorded by Ministry of Health, 85.4% are active; in 2005 there are 246,568 (79.6% active), and in 2006 there are 258,374 (60.7% active). Bold number are prediction data to describe of declining trend of services. The Government has made necessary program for revitalization, such as interated ECC with ECE in Pos PAUD

² Data on 2004 based on report National Action Plan Education for All 2005 p. 35

Overall net enrolment rates in Early Childhood Education appear to be levelling off. In 2006, for instance, the net enrolment rate for 3-6 year old children was around 19.5% with a gender parity index of 1. There were wide disparities between urban and rural areas, with
enrolment rates of 25.4% and 15.4% respectively in 2006. Access disparities between the richest and poorest socio-economic quintiles are also wide— at 24.8% and 15.8% respectively. Mothers' level of education and household socio-economic status both correlate strongly with access to early childhood education (see Figures below).

There is strong international evidence that access to early childhood education and care correlates significantly with child health and nutrition. As shown in the Figure above, urban/rural disparities in ECCE access mirror variations in levels of child nutrition.

There are also significant provincial disparities in levels of child malnutrition ranging from 41%-42% in Gorontolo and Nusa Tengarra.
Barat to only 15% in Yogyakarta (which has the highest rate of access to early childhood education).

1. **Access Gaps Across Provinces and Social Groups**

Since 2000, overall access to early childhood education (ECE) has expanded significantly. For 3-4 year olds, net enrolment rates have grown from 12.4% to 15.3%, for 5-6 year olds from 19.9% to 23.8%.

However, there are wide disparities in ECE access across provinces. Consider the following examples: Net enrolments for 3-6 year olds ranges from 43.7% (Yogyakarta) to 6.1% (Maluku). Five provinces (Irian Jaya Barat, Maluku, Maluku Utara, Kalimantan Barat and Nusa Tenggara Timur) have NERs of less than 10%.

The growth in early childhood education opportunities have impacted on children’s exposure to ECE experiences prior to primary school enrolment. This can be seen in the following data: the percentage of students with previous ECE experience increased from 17.7% in 2000 to 37.7% in 2006. In the long run, hopefully, this exposure improves student’s primary school readiness and lead to improved primary school performance. Nevertheless, inter-provincial
gaps prevail: in 2006, about sixty-eight (67.7%) and sixty percent (58.0%) of grade 1 of primary school entrants in Yogyakarta and East Java respectively had received previous ECE services—while, in contrast-- less than 20 % of their counterpart in Maluku, Maluku Utara and Jambi did.

Several factors might have caused this disheartening gap. One reason is that most of formal kindergarten provision (99% of total) is private and fee paying. Fees, in this case, remain a problem for poor families.

In recent years, there has been a trend in which families (predominantly from lower brackets of income groups) which send their children to elementary schools at early age: 5-6 years old. For example, in 2004/05, 5 and 6 year olds constituted 10.6% of overall primary school enrolment nationwide. Key factors affecting this pattern include limited availability of ECE services, financial inability of poor families to pay for ECE and the growing availability of spare primary school facilities as primary school enrolment begins to decrease in line with demographic trends.
Early Childhood Education teachers and support personnel in Indonesia, for the major part, is underdeveloped in terms of both academic and professional qualifications. Overall, only 28% of teachers have diploma/graduate qualifications. Less than 50% have ECE professional training in ECE teacher training schools or colleges. Wide gaps prevail here as well. In Banten, for instance, 60% of ECE teachers have at least a diploma level qualification, which better compared to, for example, Maluku where only 9 out of 647 ECE teachers (1.4%) have a diploma or graduate qualification. Overall, the pattern of ECE teacher qualification mirrors levels of ECE participation rates and demand.

A number of factors contribute to these patterns in teacher qualification. Variable access to ECE teacher training opportunities is one factor. A second factor is that higher levels of demand for private kindergarten classes, especially in the urban areas, stimulates the supply of ECE teachers and demand for training. A third factor is that ECE teacher remuneration is determined by individual private kindergartens, related to the level of fees they charge. Consequently, in better off areas, there is a greater incentive for qualified teachers to accept ECE teaching positions and also there is a greater potential supply of qualified teachers in these areas, including qualified mothers who wish to return to paid work.
2. Recent Attempts Made and Challenges Lying Ahead

In response to the worrisome gaps in access to ECE described above, the Government of Indonesia has made various attempts to bridge and/reduce the gaps and expand opportunities for the unreached and underserved children. Six examples are presented below.

Community Involvement in Kindergarten Provision. Kindergarten education in Indonesia is supervised by the government together with professional associations, and the society. The government is represented by the Ministry of National Education (MoNE) and its provincial and district/municipal offices (KANWIL). Professional associations are represented by the Association of Kindergarten Organizers (GOPTKI) and the Association of Indonesian Kindergarten Teachers-Indonesian Teachers Union (IGTKIPGRI), and the society is represented by the Kindergarten Committee. Currently ninety-nine percent (99.43%) of kindergartens are organized by the society and only a half percent (0.57%) is organized by the government.

Considering the Government of Indonesia’s approach to this “community empowerment” issue as outlined earlier, some challenges need to be address to ensure successful implementation: (a) the need for Government to adopt a clearly defined and well-understood enabling function (e.g. targeted funding, quality assurance) without potentially dwindling the spirit of community involvement and contributions and (b) the need to find ways to strengthen community’s capacity to plan and manage community-run ECE through both kindergarten and other approaches.

Innovative Models for ECE Provision. The Ministry of National Education is presently adopting a number of approaches to expand
ECE access in underserved areas, including: (a) improvement in the distribution and expansion of opportunities for children of kindergarten age to attend kindergarten by building new school units (USB) of pilot project public kindergartens and pioneering one-roof Kindergarten-Primary School model, (b) alternative model services, such as Foster Kindergarten (TK Asuh), Nature Kindergarten (TK Alam), Kindergarten within the premises of places of worship (TK di lingkungan tempat ibadah), (c) mobile Kindergarten (TK Keliling), Children of the Beach Kindergarten (TK Anak Pantai), (d) kindergarten in the place of work (TK di Lingkungan Kerja) and (e) Stilted House Kindergarten (TK Panggung), University Students’ Community Service Internship Kindergarten (TK KKN Mahasiswa) and Qur’an Kindergarten (TK Al Quran).

For successful program implementation, three major challenges need to be addressed: (a) rigorous analyses of the sustainability of some of these models, by assuring continued willingness and capacity of communities to contribute, (b) careful examination to determine which one of these models can be potentially expanded into nationwide programs for access and quality improvement and (c) needs analyses and planning of capacity development programs necessary to both sustain and expand some of these ECE innovations.

*Increased Mobilization of Community-Based ECE Playgroups.* Playgroups are generally organized by a foundation or a non-governmental organization (NGO). Only a few of them are organized by the government, such as those developed by Center for the Development of Learning Activities (BPKB) and Learning Activities Groups in some regions. Play groups are supervised by the Ministry of Social Affairs (MoSA)/its regional offices and the Ministry of National Education (MoNE)/its regional offices. The Ministry of Social Affairs is
responsible for the development of the children welfare aspects and the Ministry of National Education is responsible for the development of its educational aspects. Other Ministries may also organize playgroups on the condition that they follow the stipulations issued by the Ministry of National Education.

For successful implementation, the following three key challenges need to be addressed: (a) measures to ensure the sustainability of playgroups through small targeted block grants, (b) selective support for playgroup capacity building, especially the training of playgroup managers and organizers, alongside steps to ensure playgroup organizers have a potential career path, and (c) strengthening MoNE and MoRA capacity to provide technical support and quality assurance, including regulation of ECE curricula and ECE play group performance monitoring.

**Use of Children Daycare Centers.** Children Daycare Centers (TPA) provide various services. *Firstly,* services are provided in the forms of care, nurture, education and health services. *Secondly,* parents’ services are given in the forms of family consultation, social counseling on children welfare programs which covers topics such as children growth and development and preschool education. *Thirdly,* community services are given in the form of social counseling on the importance of children upbringing, care, and education, infant socialization, and the role of Children Daycare Center, also provides research and job training facilities for college students and the community in general.

There remains a number of things to be desired in this respect, including (a) awareness-raising activities to increase demands on the part of families to use these centers so that their young children are better nurtured and educated and, at the same time, the facilities
made available to them become well utilized, (b) making clear and simple the range of services provided by centres according to community needs, (c) ensuring that staffing and other resources are aligned with what is already-defined in terms of services and responsibilities and (d) improving coordination capacity between various ministries, including TPA performance monitoring and quality assurance.

**Infant Family Development Systems (BKB).** BKB is an activity that is carried out by the society with the purpose of providing the necessary knowledge and skills to parents and other family members on how to promote optimal infant growth and monitor their growth and development. BKB also serves as a means for parents and other family members to improve their understanding and ability to provide care and education to their children. The main target of BKB is families with infants and pre-school children (ages 0 to 6 years). As an organization, BKB is a group whose memberships are parents who have children aged 0 to 6 years. BKB is a nongovernmental organization (NGO) whose management is carried out by its cadres. A BKB cadre is usually also a cadre of Integrated Health Services Center (Posyandu). In many places, BKB activities have even been integrated with those of the Posyandu. The challenge here is to ensure the sustainability of BKB initiatives through measures which encourage mothers and other family members to help manage and run these community-initiated ECE activities.

**E. Key Strategic Priorities for Improving Various Aspects of ECCE Services in Indonesia**

As outlined in the document of *EFA MDA Indonesia (2007)*, Directorate of PAUD has made a series of commitments in line with MoNE’s Renstra 2004-2009, including the following three major agendas.
1. *Ensuring Improved ECE Access and Equity*. Strategic priorities include:

- Promoting better awareness and understanding among parents and the community on the importance of early childhood care and education and encouraging more parental attention to the proper care and education of their children.
- Reducing costs of participation in ECCE services, especially in poorer areas. This will be done by bringing ECCE services closer to home and providing financial support for poor households.
- Improving accessibility of early childhood care and education institutions—both in number and distribution—particularly in rural or remote areas, including more flexible use of existing public facilities and infrastructure.
- Developing viable strategies for integrated early childhood education and early childhood care for 0-4 year olds, based on a careful examination of current models to determine which models are (most) cost effective and sustainable.

2. *Improving Quantity and Quality Assurance of ECE Services*.

Strategic priorities include:

- Increasing the number and quality of ECE educators, counsellors and program managers for early childhood care and education services by expanding ECE teacher, manager and playgroup organiser training opportunities and institutions.
- Improving availability of facilities and other infrastructure owned by early childhood care and education institutions, together with
efforts of strengthening MoNE guidelines on ECE facilities requirements and standards and quality monitoring.

- Clear objectives and curricula for different ECE/ECC age groups, clarifying the balance between social, physical and cognitive growth set out in well-defined ECE/ECC minimum service standards.

- A clearer legislative and regulatory framework for integrated ECE/ECC in order to set out the roles and responsibilities of education, health and social affairs ministries and as a basis for promoting and managing inter-ministerial and community based networks.

3. **Strengthening Governance and Accountability Systems for ECE Services.**

Strategic priorities include:

- Effective dissemination of the role and responsibilities of Government, private sector and community groups for ECE/ECC, clarifying that the role of Government will be predominantly policy development and quality assurance, alongside enabling selective equity based provision.

- Strengthening of Government/private sector and community capacity for monitoring and evaluation of various ECE/ECC initiatives in order to develop nationwide programs that are sustainable and cost effective.

- Strengthening mechanism and selective incentives that promote collaboration/partnership among various related institutions, organizations and sectors to improve the efficiency and effectiveness of management.
- Strengthening ECE/ECC planning and information systems as a basis for program policy formulation (planning, implementation and evaluation) for early childhood care and education services.

- Publication of an annual ECE/ECC performance report, which sets out progress in achieving Government policies and plans and proposals for changes in ECE/ECC strategy, programming and financing by Government and other sources.

**IV. THE PRESENT POLICY REVIEW STUDY**

This final part of the report document consists of six sections and it represents the core verification study to revisit the previous policy review study conducted by UNESCO (2004-2005) in light of more recent secondary data as they are utilized in published official documents accessible in Indonesia. The first section presents background information on the UNESCO 2004-2005 study to serve as a context to the present policy review study exercise. The second section describes explicitly the purposes of the study. The third is dedicated to description of the focus issues the present study is interested in seeing. The fourth section describes working procedures of the study. The fifth section presents findings of the policy review study where results of data analyses are—when appropriate and feasible—juxtaposed with finding of previously conducted studies by UNESCO and the World Bank. The last section presents suggestions for future policy directions based on results of analyses presented in the earlier sections.
A. BACKGROUND

In 2004-05 UNESCO launched *UNESCO/OECD Early Childhood Policy Review Project* with the purpose of providing selected participating countries with an opportunity to review their early childhood policies and identify concrete options and strategies for improvement. Indonesia—together with three other countries (i.e., Brazil, Kazakhstan, and Kenya)—participated in the review project. Results of the study identified both achievements as well as challenges facing Indonesia’s early childhood care and education.

The achievements identified by the 2004-2005 UNESCO Policy Review Project include the following nine points as the following:

(a) significant changes in the ways in which early childhood services have been conceptualized, programmed and delivered in Indonesia by the dint of the creation of PADU Directorate in 2001;

(b) the role of this relatively young directorate has been instrumental in a significant way in streamlining of non-formal services within the government administrative structure and making these community-initiated non-formal services recognized and reckoned by government planners (This, in turn, opened up new opportunities for young children to receive center-based services and thus extended early childhood education services to disadvantaged children);

(c) the strategy adopted by PADU Directorate in diversifying service venues by reaching out to mobilize communities, private enterprises, NGOs, parents and local authorities has resulted in increased awareness—on the part of general public—about the importance of early childhood and this heightened public awareness has also increased demand for early childhood education services; this social mobilization has resulted in partnerships at local level which
develop a sense of ownership on the part of community at large towards the provision and delivery of early childhood education programs in the regions;

(d) increasingly more systematic parenting education as result of active promotional activities conducted by PADU Directorate; (e) initial steps already taken by the government to “integrate” services for children and parenting education as has thus far happened in the delivery of Posyandu and BKB;

(f) initial steps already taken by PADU Directorate to help ensure coordination among related different actors at the system level by establishing two different inter-sectoral coordination mechanisms to address two different levels of early childhood programs provision: the ECE Forum for high-level government officials coordinating policy, and the ECE Consortium for middle-level technical government officials and professionals to take care of programmatic matters;

(g) initial steps already taken toward quality assurance by creating a relatively standardized curriculum—the so called “Competence-based Curriculum” developed by MoNE Center for Curriculum Development in 2002; the creation of this standardized curriculum reflects MoNE’s awareness of the need to embrace --both pedagogically and administratively-- all different types of services currently in place;

(h) improved training programs for early childhood educators at different levels have been provided by various MoNE directorates; and

(i) inclusion of legal recognition of early childhood education (i.e., Article 28) in the new law 20/2003 on National Education System, which provides legislative status of the early childhood education as a national program prior to basic education.
B. PURPOSES OF THE STUDY

The purposes of the study are two fold: (1) to update the previously conducted study by UNESCO (2004/2005) whose data were mostly issued between 2000 – 2002 period, and (2) to see if, since the publication of the UNESCO report two years ago, there has been a significant progress made in Indonesia’s ECCE services as reflected in the currently available published data.

C. FOCI OF THE STUDY

Consistent with the major issues examined in the previous UNESCO study, the foci of the present study are placed on four major issues: (1) ECCE access and equity, (2) quality of ECCE services provision, (3) coordination of ECCE sponsors, and (4) ECCE budget allocations.

D. METHODOLOGY

Consistent with the purposes of the study, the methodology being used in this study is eclectic in nature. Major data sources include (1) published data (statistics), (2) interviews with relevant authorities to glean on future policy directions for ECCE services, especially relative to the issues of expansion of access and improvement of intersectoral coordination, (3) published documents, to gain insights into public discourses which may serve as a precursor to new policy direction relevant to ECCE services provision, and (4) direct observations in the center-based services to gain a general feel of what aspects of quality service are being attempted in the context of real-life ECCE services provision.
E. FINDINGS

In what follows, general findings shall be presented and discussed in the order consistent with the order of the major issues being examined.

1. ACCESS AND EQUITY

(1). ECCE Participation rate is low nationwide, with higher concentration in rich urban areas.

According to the most recent statistics from PAUD Directorate, overall there are about 28.4 million children (aged 0-6 years) in the country and 46% of these children have access to ECCE services (EFA MDA Indonesia, 2007). This figure contains new data sets on Qur’anic ECE recently transferred from Ministry of Religious Affairs (MoRA) as result of an MoU established between MoRA and MoNE last year or so. In the recent past, the participation rates were 28.4 % (in 2005), and 27.8% (in 2004).

The distribution of ECCE access has caused a great concern. Consider this as an evidece: in the 0-5 age group bracket, about 50 percent in the richest quintile participate in ECCE services program, compared with only 20 percent of the children in the poorest quintile (World Bank, 2006:8). The gaps also prevail when the participation is seen across provinces. For instance, for children ages 3-6 years, 43.7% of the population in Yogyakarta receive ECCE services, whereas—in contrast—only 6.1% children in Maluku enjoy the same services. Children in other five provinces (Irian Jaya
Barat, Maluku, Maluku Utara, Kalimantan Barat, & NTT) have approximately similarly low access: below 10%

EFA MDA Indonesia 2007— a most recent official document prepared by Ministry of National Education (May 2007)—explains that two reasons might have caused this low participation and inequity of ECCE services: (1) poor families cannot afford to pay fees for the ECCE services, and (2) insufficient number of ECCE services available in the poor families’ neighborhood.

(2). Various attempts are being made to address the issue of low participation in and inequitable access to ECCE services.

A number of new initiatives have been devised and attempts have been made to increase participation and reduce the access gaps to ECCE services, including the following: (1) developing alternative models for ECCE provision to overcome scarcity of ECCE institutions, including building more new kindergartens (TKs) as a pilot project, pioneering one-roof TKs utilizing unused SD (primary school) premises, and developing a wide array of alternative forms of model services, e.g., “Foster Kindergartens” (TK Asuh), “Nature Kindergarten” (TK Alam), “Kindergartens within the premises of places of worship” (TK di Lingkungan Tempat Ibadah), “Mobile Kindergarten” (TK Keliling), “Children-of-the-Beach Kindergarten” (TK Anak Pantai), “Workplace-based Kindergarten” (TK di Lingkungan Kerja), (2) revitalizing playgroups by employing academically better-prepared personnels, (3) revitalizing Infant Family Development Systems (BKBs) by complementing them with personnels specializing in early childhood education, and (4)
providing start-up block grants to encourage establishment of more community-initiated ECCE non-formal services.

While the initiatives are potentially workable as they are responsive to local needs, in this new decentralized system where not all local governments are aware of the importance of investing in early childhood care and education and as matter of fact the majority of local government officials lack the capacity to handle ECCE services programs (World Bank, 2006), it is suggested that the central government should be more tactful in initiating these well-intentioned programs by, for instance, involving local authorities and community leaders and NGO representatives in designing, running, evaluating and funding operational costs of the programs. As the time passes by, the central government gradually withdraws the assistance and leaves the responsibility with the local government.

2. QUALITY

(1). Government of Indonesia is committed to providing quality ECCE services to all children and has been making initial attempts to upgrade ECCE teaching force and developing various standards to anchor quality measures

Quality of ECCE services program in Indonesia is difficult to assess as there has not been any study specifically conducted to address this important issue (Hajam, 2005). In the absence of empirical studies, one can only speculate on such an elusive concept of quality by indirectly assessing some of its indicators such as educational background of ECCE teachers currently in service, in-service training available in the country, availability of standards against which to judge the quality of all programs serving children and young families, availability of standards and resources for early
childhood curriculum, and coordinated system of supervision and monitoring and evaluation (e.g., Hajam 2005; World Bank 2006). Using these indicators as a yardstick, one will find the quality of ECCE services in Indonesia leaving a great deal to be desired. The following reasons would justify the conclusion: at present there are only about 6% of ECCE educators currently serving the children have the required D2 (i.e. five semester post-secondary diploma program) in early childhood education; there exist only few universities offering early childhood training program in the country; the government is now still in early stages of developing sets of standards (e.g., standards of minimum services; of contents; of competence; and of processes); coordination is still fragmented with regards to programs supervision and monitoring and evaluation.

Nonetheless, there is a big hope that in the near future the Government of Indonesia will be able to set the quality services in place. One major reason for this optimism is that there have been some concrete attempts made toward this direction. One example is the inclusion of programs specifically intended to address the issue of quality into RENSTRA 2005-2009, including “formulation and development of various standards for personnel, facilities, infrastructure, curriculum...for early childhood education.” (EFA MDA Indonesia 2007:21). A second real example of the seriousness of government’s commitment to quality improvement is what has been done by the Directorate General for Quality Improvement of Teachers and Education Personnel: in a national HIMPAUDI conference held in Bandung (June 17-19, 2007), Director of Quality Improvement of Teachers and Education Personnel announced to the audience that for ECCE subsector some 85 person/degree
scholarships (79 for S1, and 6 for S2 degrees) were already granted and the fellows have now been in program since 2006; and another group of 397 ECCE educators will be sent to ECCE degree-granting programs in various universities to commence their academic programs in September 2007 (331 grantees for S1 [comparable to BA], 44 for S2 [Masters], and 22 for S3 [doctorate] degrees)

Although--in terms of number--these initial degree-earning teachers upgrading programs might be small given the magnitude of ECCE teaching workforce in the country, these attempts to increase academic qualifications ECCE educators represent a commendable achievement in Indonesian system whose financial resources are limited and competing needs abound.

Other quality-improvement policy directions which have been made public include “holding periodical symposiums, seminars/workshops, trainings (both ToT and regular teacher training), series of reviews of and discussions on books on ECCE, studies on new theories and methodologies, and by developing and publishing various ECCE related references” (Jalal, 2004:42).

(2). Left almost exclusively to private providers, ECCE programs in Indonesia widely vary in their quality. Several case studies conducted to examine what happens in selected kindergartens show this wide array of variations in program quality.

For the purposes of the present study, ten kindergartens (six in Bandung and the other four in Makassar) were selected as sites for case studies. The purpose of this case study is to gain general insights into some dimensions of program quality including ratio of teachers to pupils, educational background (and ECCE training background) of school principals and teachers, intensity of interaction (between teachers and children, and among children) in
the classroom, space available in the school premises for children to move about, and parents-and-school relations, and school fees charged to parents and kinds of activities and facilities provided by the school in the context of the ECCE services.

To gain the necessary data to answer research questions, interviews with ten school principals and ten teachers were conducted, and classroom observations in the ten kindergartens were carried out. Guided by research questions as initial major categories, data were analyzed qualitatively by comparing and contrasting the data which are drawn from multiple sources. Data analyses produce the following patterns:

- Teacher-pupils ratio in these 10 kindergartens is 1:20, with only two kindergartens have two adults in every session.

- Classroom interactions in these 10 kindergartens are mainly dominated by teachers, with only occasional opportunities for children to express their ideas during the sessions in the classroom;

- Classroom space is very limited and children are confined into this classroom space having to do seat works; only two kindergartens have ample open space outdoors for the children to move about during recess.

- Relations between kindergartens and parents are generally business like and these happened when parents came to school premises the first time when they registered their children; only two kindergartens have a regular contact with parents
Fees charged to parents in these ten kindergartens vary, ranging from Rps 10,000.00 per month [lowest, equals 1.1 US$] to Rps 380,000.00 [highest] and teachers’ salaries in these kindergartens remarkably vary, from Rps 50,000 per month [lowest, equals 5.4 US$] to approximately Rps 1,500,000 per month. With these widely different fees, services provided to children are generally limited to classroom instruction, with only three kindergartens provide additional services such as occasional medical check up (and treatments) and counseling services.

While, admittedly, this limited multiple-case study cannot claim representativeness to the complexities characterizing Indonesia in general and qualities of ECCE services in particular, findings of this multi-site case study provide a strong support to the following research-based generalizations.

(a). Effective leadership plays a vital role in assuring good teaching-learning processes to happen in the classroom. School principals and teachers who understand who children are and how children learn tend to adopt child-centered curriculum development and learner-centered instructional strategies.

In this case study—as evident in data from two kindergartens—principals and teachers make collaborative efforts to ensure that every child is well taken care of both as an individual as well as a member of the community of learners as a collective. Principals observe classrooms on a daily basis and, together with teachers, reach out to parents to report on children’s progress on a weekly basis. Teachers in these two kindergartens make conscious efforts to treat children at individual levels allowing these young learners choices and affording personalized scaffolds to help ensure every
child develops optimally at their own pace in accordance with their developmental status.

(b). Teachers who have ECCE training background tend to be more explorative (and experimental) in their teaching than do their fellow instructors who do not have background in ECCE pedagogy, which tend to adopt strictly academic approach and treat young children in the same way as they treat older students.

Teaching is decision making, and in deciding on what to do and what not to do, teachers are guided by a set of beliefs about what can (not) and should (not) be done under certain circumstances. In this multiple-case study, teachers who reported not to have opportunities to learn ECCE pedagogy tend to be “textbook-driven” in their teaching. These teachers, who represent a majority in this study, teach in a lock-step way, following a teacher-centered teaching orientation. In contrast, two other teachers, who reported to continually attend ECCE conferences and update their knowledge base on this specific field, make various attempts to vary their teaching strategies, including taking children outside classrooms and engage children in an individualized project-like learning activity.

(c). As fees charged to parents represent a major (if not all) part of operational funds available in private kindergartens to run ECCE services, quality of services rendered to children depend almost totally on these monies. These monies are also strongly correlated with teachers’ dedication to their job.

In this multi-site case study, data clearly indicate that kindergartens which charge high fees are able to provide in their school premises ample learning facilities and educative play toys both in and outside the classrooms. With these relatively complete support systems and—presumably with reasonably decent remuneration—teachers in these kindergartens make the time and
efforts to vary their teaching-learning activities and individualize their attention in helping children to develop along with their interests and developmental patterns.

3. COORDINATION

(1). Government of Indonesia has made initial steps towards establishing a unified intersectoral coordination for a more holistic and integrated ECCE services

Because of its multifaceted nature, management of ECCE calls for the involvement of many agencies from many different ministries. In Indonesian context, 9 (nine) different agencies are involved in various aspects of ECCE services. As of now, coordination is still a problem—that is, each government institution has its own initiatives (from program designs, program implementation, to training of educators for their own institutional purposes) and, in consequence, a great deal of overlaps occurs in the use of resources and implementation of some aspects of programs. In addition, because of these multiple actors taking care of their own programs, no single institution is informed in a great detail of what is being done by other agencies in the name of children of the country as a whole.

Actually, new awareness has for the past few years emerged among few education leaders in Indonesia about the need for a consolidated body—with a clear authority—which can represent the country with explicit responsibility to take care of early childhood care and education in a holistic and integrated way. For instance, Fasli Jalal (2003) laments that many problems facing PAUD stem from a poor coordination between government, and community, which in turn results in partial, fragmented, unclear, and overlapping early childhood programs.
The same concerns over the lack of good coordination among different sectors who take care of some aspects of ECCE have since three years ago come into speeches of education leaders. Even in a most recent professional conference (June 17, 2007), Dr. Ace Suryadi—Director General of Non-formal and Informal Education, who is a successor of Dr. Jalal-- in his speech before members of HIMPAUDI (i.e., Indonesian Association of Early Childhood Educators) still echoed Dr. Jalal’s concern by saying that “we need to really coordinate with our colleagues in different sectors such as Directorate Management of Kindergarten and Elementary Education to ensure that what we are talking about today is in line with their programs so that we can come up with a solid program” (personal minute of the conference, June 17, 2007)

While the awareness about the importance of intersectoral coordination has surfaced among few leaders for the past 3-4 years, only last year was the momentum for coordination created by a team chaired by now Deputy Minister for Human Resource Development and Culture of BAPPENAS. The team-- whose members come from various ministries/agencies concerned with ECCE services-- has been working on a more “Holistic and Integrated Early Childhood Care and Education” by conducting a series of national, intersectoral discussions. The team has now begun drafting a general guidebook for Early Childhood Care and Education under auspices from UNICEF Jakarta Office.

If one analyzes this working-draft of guidebook, one will find convincing arguments for the establishment of a more holistic and integrated ECCE services program and its more effective and efficient coordination among different sectors to support its successful
implementation. Arguing from human resource development perspectives and the nature of children as a whole human being, this document—which will hopefully serve as a precursor to the formulation of a more formal and binding policy document—contains also initial thoughts on division of roles and responsibilities for every ministry concerned with ECCE services, including lines of coordination between central offices and their regional ministerial offices (at provincial as well as district/city levels) as their constituencies. The basic principle adopted in this proposed holistic and integrated ECCE services program is “life span” or “life cycle” of children based on the ecological theory of Urie Bronfenbrenner (1997). An example of matrix of treatments from National Family Planning Coordinating Body (BKKBN) is presented below.
## COORDINATION OF A HOLISTIC AND INTEGRATED EARLY CHILDHOOD DEVELOPMENT PROGRAM

**MINISTRY/AGENCY: BKKBN (AN EXAMPLE)**

<table>
<thead>
<tr>
<th>AGE</th>
<th>ACTIVITIES WHICH ARE CARRIED OUT</th>
<th>ACTIVITIES WHICH SHOULD BE CARRIED OUT</th>
<th>ACTIVITIES WHICH SHOULD BE COORDINATED</th>
</tr>
</thead>
</table>
5. Family planning
6. Family consultation center
7. PLBK training as advisory officers
8. Cadre training on holistic BKB
9. BKB cadre apprenticeship in PAUD
10. Refreshing integrated BKB-PAUD-PSYANDU Work Groups

Cadres
4. Integrated monitoring and evaluation

Sectors
3. Family consultation center (integrated substances) as pilot reference in each district/city (related sectors, NGO, professional orgs)
4. Training on holistic BKB for cadres (BKKBN, Kesehatan, Pendidikan)
5. Advisory services by PLKB, teachers, nurses, NGO, etc.
6. Integrated monitoring and evaluation

<table>
<thead>
<tr>
<th>5-6 years</th>
<th>1. BKB extension for families</th>
<th>1. Family consultation center</th>
<th>1. Campaign and socialization of integratedly holistic PAUD</th>
</tr>
</thead>
<tbody>
<tr>
<td>2. BKB Kemas</td>
<td>2. Play with children</td>
<td>2. Family consultation center</td>
<td>2. Family consultation center (integrated substance)</td>
</tr>
<tr>
<td>3. Child developmental stimulation</td>
<td>3. PLBK training as advisory officers</td>
<td>3. Training on holistic BKB for cadres</td>
<td>3. Training on holistic BKB for cadres</td>
</tr>
<tr>
<td>5. Child raising methods</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

As this “national team” works across sectors, a special arrangement should systematically be made to ensure that this cross-cutting ECCE national program works as intended. One sure step to take is the issuance of an umbrella legal basis in the form of ministerial regulation which would lend a legal authority to the team to work across ministries. One good candidate idea for this purpose is to put this team legally under the authority of the Coordinating Minister for People’s Welfare (Kemenko Kestra), with technical job assignments under the National Development Planning Board (BAPPENAS), which has for the past few years *de facto* been coordinating the work of this as yet to be inaugurated intersectoral team.
4. BUDGET ALLOCATIONS

(1). Government investment in ECCE is low and it needs improvement to increase participation and mitigate inequity in ECCE services.

The public spending allocation for Early Childhood Care and Education is below one percent of the total education-sector public spending. While primary and secondary education accounts for approximately 80 percent of the education budget, expenditure on ECCE is only 0.45 percent. This represents about 0.05 of GDP—which is extremely low when compared to other developing countries (World Bank 2006). In the EFA MDA Indonesia 2007 document, it is shown that there was a 67 percent increase of budget allocation for education sector in its nominal amount from the budget allocated in 2005; when seen in terms of proportion, however, ECCE budget remains the lowest, constituting only about 0.40-0.50% of the total MoNE program budget.

While from the perspective of the order of priority in the national development program—which has determined the position of ECCE in the bottom of the list--it is understandable that budget allocation for ECCE program is lower than those allocated for the other six higher-priority programs, the proportion of 0.40-0.50 of the total education-sector program is simply too low. This almost negligible percentage is disheartening especially when we consider the irreparable consequences we have suffered because of this under-investment of ECCE program.

Official explanation for this sorry fact is already presented in EFA MDA Indonesia 2007 document: limited national budget for education in general. One can argue, then, that an alternative
arrangement of funding should be sought after, and other possibilities should be generated.

Given limited financial resources available at the central government’s disposal, and considering that ECCE is also under the responsibility of local governments, it is only fair that the provision of budget allocation for this important subsector is also borne by local governments. The standard fiscal balance currently stipulated under the decentralization law can be applied to determine the local governments’ level of budget contributions for ECCE services development. In this way, overall public investments for ECCE services can be significantly increased and—in so doing— a better sense of ownership of ECCE programs can also be promoted on the part of local governments.

Contributions from both central and local governments—when combined together—would certainly make a better share of public funding. And local government’s active involvement in funding ECCE would help government officials better relate to ECCE providers who serve the children in their respective localities. This close linkage between local government officials with their community in working together to benefit their own children can potentially ensure genuinely meaningful collective educative engagement.
V. POLICY DIRECTIONS: SUGGESTIONS FOR THE WAY FORWARD

The findings presented in the preceding subsection are general in nature. As such, they are not in themselves operational. To make the findings translatable into doable (plans of) activities, presented below are some general as well as specific suggestions.

A. General Suggestions

As recognized explicitly by Dr. Fasli Jalal—a former Director General of Out-of-School Education—and as also stipulated in a series of laws governing roles and responsibilities of various levels of government under the decentralized system currently in practice, the following are suggestions emanating from the findings of this policy review study:

(1). Central Government, represented by Ministry of National Education and in close coordination with related ministries at the central level, needs to take a lead in a more explicit way to enable better coordination with both provincial and district level governments in taking care of this massive issue of Early Childhood Care and Education. This better coordination is imperative considering that local governments have no experience in managing ECCE in its complexity because-- in their previous experiences as part of a centralized system in the past-- they used to position themselves in a relatively passive mode of participation. This coordination should include capacity building in needs assessment, program design, program implementation, supervision, and monitoring and evaluation, and program budget allocation planning.
(2). Together with leaders of local governments, leaders of MoNE central office need to develop doable long-term work plans for ECCE services development and budget allocations with clear and sustainable funding sources to ensure provision of quality and equitable services to meet the needs of young children in their jurisdiction.

(3). Further on, MoNE needs also to educate its counterparts in both provincial and district level government offices as to how to develop standards to ensure quality ECCE services and how to monitor program implementation in the field. Part of this capacity building is to also develop workable mechanisms for ensuring sustainable funding provision for ECCE services program operation and further development using resources available at local government’s disposal. The principle should be affirmatively pro-poor so that participation of children from disadvantaged families is ensured.

(4). Within the confines of existing laws and regulations under the current decentralized education system, MoNE together with its provincial and district level government counterparts needs to develop a relatively fixed and explicit division of roles and responsibilities both at intergovernmental levels (i.e., central as opposed to local) as well as intragovernmental agencies within the local government level to ensure sustainable provision of ECCE services for all children within each locality.

(5). When appropriate and desirable, all agreements achieved between the central government and local governments need to be put in writing and these agreed-upon arrangements should be
used as a reference to guide ECCE services provision and management in daily practice. This reference document can be used as a basis for periodic assessment of local governments’ performance in this subsector of Early Childhood Education.

(6). If there was a choice between universalizing senior high school and universalizing ECCE services to young learners, the latter is more justifiable for the following reasons. First, worldwide, international studies have established that investments in early childhood care and education represent the most cost-effective and efficient way of assuring human resource development for a nation-state, especially true for a developing country like Indonesia whose resources are limited. Second, considering that early years of human life represent a golden moment which comes only once in a life time and (mal)treatment of this early age can have irreversible impacts on children, early childhood education is a most strategic point of departure for ensuring a better, more well-developed citizenry for Indonesia in the future. Third, if this course of action is taken, and quality ECCE services are ensured for every child in the country, Indonesia will have a strong foundation to further develop her human capital.

**B. Specific Suggestions for Specific Issues**

With reference to current major issues of concern within ECCE subsector in Indonesia, suggestions presented below can be used as specific strategies to address specific issues identified under each (sub)headings.
(1) *Improving ECCE Access and Equity*

- Attempts to expand access to ECCE services for targeted young children should start with accurate data development on who among 0-6 year olds are presently in and who are out of ECCE services. Needs assessment should also be carried out carefully to determine what kinds of ECCE services are likely most suitable to meet the needs of children in each locality (unit of analysis can be village level or smaller entities within the village); and relatively detailed registries need to be made which identify what kinds of community resources are available in this neighborhood.

- The already developed database should then be consistently used as a basis to begin to do consciousness-raising activities to draw community’s attention about the importance of early childhood care and education to ensure children’s multifaceted healthy growth and development as a whole person.

- Together with relevant local government officials, local community leaders, representatives of NGOs and other social organizations available in the locality, and young families with 0-6 years old children, MoNE officials need to initiate informal meetings to talk about the importance of ECCE services for young children’s healthy and optimal development. Careful attention should be paid to what they say and the information already collected thus far should be shared during the meetings so that everybody
becomes informed about the present status of children’s participation in ECCE services and the needs the community have based on the data development and needs assessment carried out previously.

- This bottom-up deliberations should consistently be used to help local community explore ideas about what is desired by and feasible for the community by using as a basis for this informal talk the kinds of resources available in the locality.

- Once the perceived needs become clear and available resources are identified, talks can be moved forward to address further topics such as how to ensure sustained availability of funds to support daily operation as well as further development of the ECCE services.

- In the same bottom-up fashion, more academic indicators of successful implementation of ECCE services program can also be collectively developed and ways of monitoring and evaluating the program implementation negotiated. In this way the community members get really empowered and ownership of their self-initiated program development and management ensured.

(2) Improving ECCE Quality Assurance Measures

- MoNE needs to closely collaborate with authorities from both provincial and district level governments to ensure that all parties involved in ECCE services provision
understand clearly the nature of quality services and the purposes of assuring quality in ECCE services to benefit the children they try to serve.

- To the extent possible, experts from universities available in the locality need to be involved in the discussion about the importance of quality assurance in ECCE services. MoNE needs to encourage local authorities to closely work together with universities within their jurisdiction and/or those within their reach. In this way, locally available human resources can optimally be “utilized” and a shared, genuine sense of ownership of the community-initiated and community-funded ECCE services can be developed to optimally benefit children in their neighborhood.

- MoNE needs to continue providing block grants and various forms of technical assistance to ensure that the “spirit of togetherness” in providing ECCE services for children stays intact and the community members stay informed of what aspects of ECCE services should be (de)emphasized so that they can make informed decisions in managing ECCE services to benefit their children.

- With a strong sense of ownership of the ECCE services program and direct involvement in formulating understanding of what quality ECCE services mean, community members have an organic need to ensure that criteria of quality services are observed on a daily basis.
Limited multi-site case study conducted for this report has indicated that strong and effective leadership is a must, familiarity with ECCE is imperative, and relatively complete learning facilities and accessible educative play toys are essential if ECCE services are to benefit children optimally. Given that almost all ECCE service providers are private and therefore reliant on fees they charge to parents, and the majority of parents find this money-related issue a great barrier, it is imperative that government—both central and provincial/district levels—provide the necessary financial support to ensure that the ECCE services are accessible to children from disadvantaged families. BOS (operational financial aid, which has for the past few years been provided to support the running of programs in elementary, junior secondary, and senior high schools, seems to be in order here. To take care of this issue, MoNE central office can collaborate with MoNE regional offices and regional/district-level government to address its technicalities.

(3) Improving Intersectoral Coordination for a More Holistic, Integrated ECCE Services

Based on informal talks with some authorities in MoNE and learning from the fact that people feel reluctant to take initiative to coordinate with people from other (sub)sectors for fear of being misunderstood as “intervening” others’ business, a ministerial decision can be formulated and issued which can serve as a legal basis for the institution of intersectoral coordination to ensure a more holistic and integrated ECCE services provision. This ministerial law
and regulation should explicitly specify roles and responsibilities of each concerned ministry with regard to the provision of ECCE services for young children.

- Following the existing line of intersectoral coordination which involves education sector in Indonesia, it is suggested that the role of coordinator be assigned to representative from Coordinating Ministry for People’s Welfare.

- With this ministerial decision letter serving as a basis, intersectoral coordination for a more holistic and integrated ECCE services program can operate officially and, with this official status, activities carried out by this unified intersectoral coordinating body can legitimately be funded under its own name (in the budget line of the parent ministry).

(4) Increasing Government Investment in ECCE services

- Consistent with the decentralized education system, Ministry of National Education (MoNE)—representing central government—needs to establish closer and more solid collaboration with both provincial and district levels government in taking care of ECCE services provision which indeed represents a shared responsibility of both central and local governments. This shared responsibility can be translated into a more fixed and long-term division of roles and responsibilities. Consistent with this thinking,
a formula of budget allocation for ECCE services provision can be negotiated and determined together.

- To ensure that sufficient budget allocations for ECCE services is included in the recurrent budget of local governments from one year to another, MoNE needs to take initiatives to coordinate and discuss with leaders of local government to determine an agreed-upon proportion of budget to be specifically dedicated to ECCE provision program. This proportion of budget should be sufficient to cover at least operational costs and program development and evaluation, and sustainable availability of the recurrent budget should be ensured from one year to another.

- To ensure continued funding support from the local government, MoNE needs to coordinate and discuss with the local governments to come up with an agreement about the magnitude and sources of funding to ensure that ECCE services are well taken care of and their sustainability guaranteed. As necessary and appropriate, the agreements should be put in writing, and these should be used as a basis for both long-term budget planning and performance of local government in this ECCE subsector.

- Considering that, as of now, not all local governments have within their organization a section/division specifically assigned to take care of ECCE services provision, MoNE central office should encourage the regional/local MoNE offices to establish the badly needed section/division. Once
established this new section/division should be assigned to specifically take care of ECCE services in its locality from data development and its periodic update to standards development for quality assurance. In this way, national data base can be developed more systematically and quality improvement efforts can be coordinated more effectively.
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