SUB-THEME 3

INNOVATIONS IN COORDINATION MECHANISMS TO PROMOTE HOLISTIC DEVELOPMENT AND ENHANCED LEARNING
QUESTION 1

• What mechanisms exist in countries to facilitate the coordination among different governmental ministries and agencies involved in ECCE – both at central and decentralized levels?

• In these countries, is there a single ministry that takes the lead, or a separate body tasked to coordinate diverse ministries and agencies related to ECCE?

• Is there a budget allocated for the coordinating body?
QUESTION 2, 3, & 4.

2. What innovations exist in involving civil society in policy development, planning and programme implementation and monitoring for ECCE?

3. What are the challenges/constraints in coordinating the multi-sectoral nature of ECD/ECCE? How are these challenges being addressed?

4. What experiences exist in the region in the monitoring of children’s development and learning outcomes in a holistic manner?
   - How are the resulting data used in policy development, planning and programming?
HOLISTIC DEVELOPMENT

LEARNING OUTCOMES

• HOLISTIC DEVELOPMENT – covers all aspects of care and education, which include health, nutrition, stimulation of brain development and learning, protection and safety, happy and healthy living environments, peaceful, just, and inclusive society, opportunity for gender equality and culture diversity.

• LEARNING OUTCOMES – means children are able to experience learning that is engaging and progressing in all areas of development including socio-emotional, self-regulation, skills, knowledge and disposition, appropriate to their age and abilities – to become successful confident, creative and active learners.
COORDINATION MECHANISM

• Fayol (1949) views coordination as activities that bind together all individual efforts and direct them towards a common objective.
• March & Simon (1958) connected the need for coordination with the division of work that causes interdependence among organizational units.
• Thompson (1967) suggested a class of coordination mechanisms termed lateral relations, direct contact, liaison roles, task forces, teams, integrators, integrating departments, and matrix organizations.
• Coordination mechanisms exist whether the involved parties are aware of it or not. A coordination mechanism will ordinarily include both organizational expertise, finance, technological elements and services.
Q1: What mechanisms exist in countries? Is there a single ministry to coordinate? Is there a budget allocation for coordinating body?

Answer:
Describe Coordination Mechanisms in countries: Japan, Malaysia, Korea, Finland, USA, UK, Australia, NZ, Indonesia.
Japan

- 2 types of facilities provided for 0-6 year old children = parallel system

<table>
<thead>
<tr>
<th></th>
<th>Kindergarten</th>
<th>Day-care Centre</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Target</strong></td>
<td>Ages 3 to 6 (Preparing to enter primary school)</td>
<td>Ages 0 to 6 (Preparing children with needs for care and for entering primary school)</td>
</tr>
<tr>
<td><strong>Childcare time</strong></td>
<td>4 hours a day, as per educational standards</td>
<td>8 hours a day or more</td>
</tr>
<tr>
<td><strong>Legal Foundation</strong></td>
<td>School Education Act</td>
<td>Child Welfare Act</td>
</tr>
<tr>
<td><strong>Governing Body</strong></td>
<td>MEXT</td>
<td>Ministry of Health, Labour and Welfare (MHLW)</td>
</tr>
<tr>
<td><strong>Standards</strong></td>
<td>National Curriculum Standards for Kindergartens</td>
<td>Day Care Guideline by MHLW</td>
</tr>
</tbody>
</table>

Source: Ministry of Education, Culture, Sports, Science and Technology, Japan.
Malaysia

• 2 type of facilities provided for 0 to 6 years = parallel system

<table>
<thead>
<tr>
<th></th>
<th>Preschool</th>
<th>Day-care Centre</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Target</strong></td>
<td>Ages 4 to 6 (preparing to enter primary school)</td>
<td>Ages 3 months to 4 years old (preparing for holistic development)</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Childcare time</strong></td>
<td>4 hours a day, as per educational standards</td>
<td>8 hours a day or more</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Legal Foundation</strong></td>
<td>School Education Act 1996</td>
<td>Child Care Centre Act 1984</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Governing Body</strong></td>
<td>MOE</td>
<td>MWFCD (DSW/ JKM) → Community daycare and private daycare centres</td>
</tr>
<tr>
<td></td>
<td></td>
<td>MRRD (KEMAS) Dept. National Unity and Integration</td>
</tr>
<tr>
<td></td>
<td></td>
<td>PMD → Bahagian Permata</td>
</tr>
<tr>
<td></td>
<td></td>
<td>State Gov. &amp; State-own agencies</td>
</tr>
<tr>
<td><strong>Standards</strong></td>
<td>National Preschool Curriculum Standards</td>
<td>PERMATA Negara Curriculum</td>
</tr>
</tbody>
</table>
Korea
2 type of facilities provided for 0 to 5 years = parallel system

<table>
<thead>
<tr>
<th></th>
<th>Kindergarten</th>
<th>Day-care Centre</th>
</tr>
</thead>
<tbody>
<tr>
<td>Target</td>
<td>Ages 3 to 5 (inclusive)</td>
<td>Ages 3 months to 5 years (inclusive)</td>
</tr>
<tr>
<td>Childcare time</td>
<td>4 hours a day, as educational standards</td>
<td>8 hours a day or more</td>
</tr>
<tr>
<td>Standards</td>
<td>Nuri Curriculum (for age 5)</td>
<td>Day Care Guideline by MHLW</td>
</tr>
<tr>
<td>Staff</td>
<td>Train teachers for kindergarten</td>
<td>Trains staff for childcare</td>
</tr>
<tr>
<td>Quality Assurance</td>
<td>Kindergarten Evaluation system (KES) developed by experts form universities, top management officers in public sectors.</td>
<td>Has childcare Facility Accreditation Office and Childcare Centre Accreditation System (CCAS)</td>
</tr>
</tbody>
</table>
Indonesia
Provided ECE for 0 to 6 years = Single Ministry system

MINISTRY OF EDUCATION AND CULTURE (MENDIKBUD)

Provincial Education Department

City/District Education Department

Kindergarten (TK) 4-6 years
Daycare (TPA) 0-6 years
Child and Maternal Care programme

Dept. of Religious Affairs
Dept. of Health
Dept. of Internal Affairs
Provincial Authority
Community leaders
Private sectors (corporations, companies, business, etc.)

2010 – all services were being integrated & holistic under one roof (PAUDNI holistic-integrase)
Administrative System of ECCE (Japan)

Ministry of MEXT

- Prefectural Board of Education
  - Permission for establishment, guidance, etc.

- Municipal Board of Education
  - Budget
  - Establishment
  - Management

- School Judicial person
  - Establishment
  - Management

- Private Kindergarten

Ministry of MHLW

- Prefectural Governor
  - Permission for establishment, guidance, advice etc.

- Mayor
  - Budget

- Social Welfare Judicial Person
  - Establishment
  - Management

- Municipal Day Care

- Private Day care

(Source: MEXT, 2010)
Private Kindergarten are mainly funded by Municipality (Source: MEXT, 2010)
CM for ECCE in Japan and Malaysia

- **Parallel, Decentralized System**
  - **MEXT**
    - Kindergarten (3-6 years old)
  - **MHLW**
    - Daycare (0-6 years old)

- **Parallel, Centralized System**
  - **MOE** + MRRD, DNUI
    - Kindergarten (4-6 years old)
  - **PMD + MWFCD, MRRD, DNUI, State Gov, (MOH, MHLG, MICC)**
    - Daycare (0-4 years old)
Mechanisms to enhance Cooperation & Coordination between MEXT and MHLW (Japan)

1. To share facilities between kindergarten and daycare
2. Ensuring consistency/continuity in the kindergarten curriculum and daycare guidelines (exchange of commissioners/officers)
3. Promotion of dual qualifications and joint training courses
4. Sharing of good practices and cooperation (in publications and research)

In 2004, Japan established ONE CENTRALIZED SYSTEM OF ECCE SERVICES – a new entity under the government
ECCE Structural Reform in Japan in 2004

The purpose: To establish comprehensive facilities which coherently provide preschool education and childcare services, a more effective funding mechanism and to address the fall in enrolment due to low national birthrate.

Parallel Administrative Model (Decentralized)

Set up joint session of the Committee on ECE, Central Council for Education (MEXT) and Committee on Children, Social Security Council (MHLW).

One Centralized SYSTEM OF ECCE SERVICES (New entity under the Government) → The Office for Advancing Kindergarten & Daycare Centres
COORDINATING MECHANISM FOR MALAYSIA
→ ECDL (ECCE) UNDER ONE MINISTRY

• Improvements in the integration of care and education can be achieved through innovative mechanisms of the current system

• Either by integrating all the services under a single ministry (e.g.: MOE)

• or by integrating all services under a new central agency (e.g.: Bahagian Permata)

• A Minister assign to be in charge of the Early Childhood Development and Learning (ECDL).
UNESCO (2015) has conducted a study on the issue of integration and Coordination of ECCE in Korea (Kaga, Y., Barnett, S. & Bennett, J. Int. Journal of Child Care and education Policy, Nov 2012, v.6(2), pp.1-20)

Korea follows a parallel ECCE policy (like Japan & Malaysia).

Ministries involved are Ministry of Education, Science and Technology and Ministry of Health and Welfare.

Challenges of the parallel system:

- Conceptual disagreement: different stakeholders understand the concepts of “CARE” and “EDUCATION” differently → it is based on of their tasks and responsibilities, either in the Kindergarten or Childcare services
- Drop in enrolment in kindergarten but increase in daycare → create financial pressure to MHW (since it has to also finance the cost of the increase in elderly citizens).
- Differing levels of quality assurance of workforce/teachers between two governing ministries.
- Coordination of Parallel System of ECCE → difficult and often time consuming (lots of meetings and delay in implementing), different standards of practice, and costly

**ECCE under a single Ministry → MOE.**

- Greater progress is made when a central vision is put at the centre of ECCE policy, and a dedicated ministry is nominated to translate this vision into reality (Kaga, et al., 2015).
- A lead ministry can address ECCE more holistically and coherently.
- Countries using single central system are: England, Iceland, New Zealand, Norway, Sweden, Finland, Australia, France.
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   • How are the resulting data used in policy development, planning and programming?
Question 4

What experiences exist in the region in the monitoring of children’s development and learning outcomes in a holistic manner? How are the resulting data used in policy development, planning and programming?

Answer:
Malaysia’s experience:
1. National Child Data Centre in NCDRC, Sultan Idris Education University provide demographic and academic profiles of PERMATA’s children. Can be use for policy decision and planning or programming for the future.
2. Quality Assurance System (PERMATA-Q)
   (i) Self assessments (online)
   (ii) Quality assessment (on site visit)
3. MOE data system – for pre and primary children – monitoring children’s learning performance (beside demographic data) especially data on LINUS and the literacy screening.

YOU NEED THE LEADER OF THE COUNTRY TO BE PASSIONATE ABOUT ECCE TO MAKE IT MOVES AND HAPPENS QUICKLY.
Conclusion

Two suggestions:
1. Coordination Mechanisms under ONE Ministry
2. Coordination Mechanisms under a New Agency
3. Coordination Mechanisms remain as a Parallel System (Multisectoral system)

“We cannot always build the future for our youth, but we can build our youth for the future.”
— Franklin D. Roosevelt,