



**Cambridge Education – ACDP
Early Childhood Development Strategy Study:
Case study of Community-driven vs. Institutionally-
driven ECD Development models
(Findings from 4 Districts)**

EXECUTIVE SUMMARY

Frontiers for Health - 2012



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Even though National Education System Law no. 20/2003 recognises early childhood education as a stage preceding basic education, it is not part of the compulsory education system. The national Education for All (EFA) target is 75% coverage of early childhood education services for 0-6 year olds by 2015, with an interim target of 60% coverage by 2009. However, the majority of pre-primary school-age children still do not have access to developmental and early learning opportunities. Currently only about 37% of 3-6 year old children participate in structured developmental and early learning activities, with huge disparities between rural and urban areas. 70% of children who are not attending ECD are from rural areas. Poverty and isolation, as well as insufficient services, put pressures on the family and limit the capacity of parents to provide good early child-care for their children.

Evidence from around the world clearly shows how ECD programs that integrate health, nutrition, and early education interventions, have more impact than those aimed at one aspect of child development alone. The concept of Holistic and Integrative Early Childhood Care (HI ECD) recommended by BAPPENAS is challenging due to the fact that the concept of ECD is viewed as an inter-sector, integrated and comprehensive approach focused on the “holistic” needs of the young child, and the child as the centre of all activities. The challenge lies in that no single aspect is fully understood or even well implemented, particularly in Indonesia.

1.1 OBJECTIVE AND METHODOLOGY

Research objective

To identify the development processes and implementation of alternative strategies of HI ECD promotion (institutional versus child-community focused) at the community level and its impact on tutor, parent, and community’s knowledge, perception, and capacity in the delivery of sustainable holistic integrated early childhood development.

Methodology

The research explored tutor, parent, and community’s knowledge, perceptions and capacity in the delivery of sustainable, holistic, integrated, early-childhood development using a qualitative methodology.

A participatory rural appraisal was conducted through brainstorming sessions and focus group discussions, followed by in-depth interviews and observation to assess tutors’ capacity, parents’ perception, and the role of community, including local government in implementing ECD. At the end of the sessions, a confirmation workshop was held, which involved approximately 40-45 participants comprising representatives of tutors, parents of each ECD model, as well as formal and informal leaders from sub-district and village levels.

Four districts were purposively taken as sample areas: Garut (West Java); Kupang (East Nusa Tenggara); Sumedang (West Java); and Bengkulu (South Sumatera). The assessment was

conducted in one village in each of the four sample districts. Two districts, namely Garut and Kupang, were taken from the samples previously used in ACDP 001 community case studies of holistic integrated early childhood development. The other two districts, namely Sumedang and Bengkulu, were the sites where Taman Posyandu (i.e. community driven, child-centred ECD service) and CSR PAUD (i.e. a private-institution-driven ECD service) respectively have been developed. Comparisons were made across the different ECD models.

Study Limitation.

Limitation and main hindrance in the study are among which limited study time, and limited field visit time. Thus only 4 locations/ districts were taken as sample, and the samples are purposive (not random). Thus the findings in this study cannot represent the general condition of PAUD around Indonesia. This also limit the team in conducting a thoroughly curriculum review and children behavioral observation at PAUD center and at home.

1.2 **MAIN FINDINGS**

From the findings in the field, ECD institutions can be categorised into 4 main models based on its establishment/ development processes and operational aspects of its implementation. In relation to the concept of ECD-HI, where health, nutrition and psychosocial development should be integrated in the program, the 4 models can be further divided into two more categories based on ECD integration with Posyandu, namely those integrated and those not integrated to Posyandu. The categorization of ECD centres is shown in the following diagram on Figure 1.

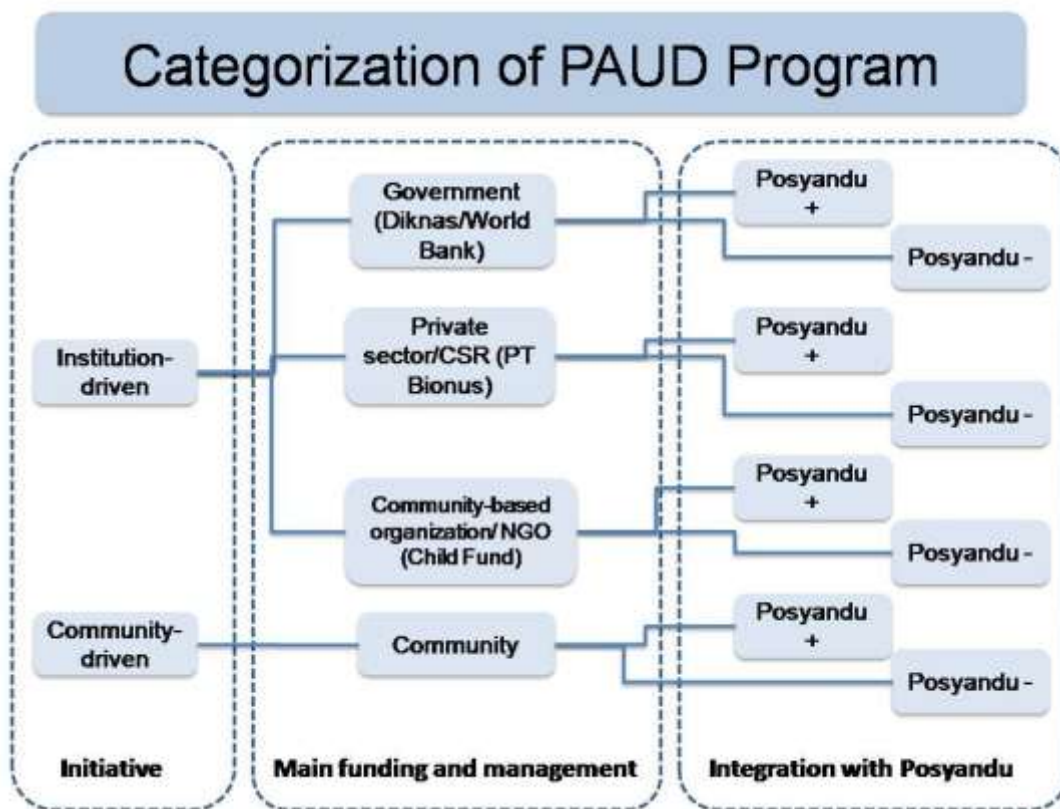


Figure 1 Diagram of ECD models categorization

On the process of establishment:

One of the main objectives of any PAUD program is to reduce the gap in early childhood education service availability between urban and rural or isolated areas by increasing access. In the effort to expand the coverage, increase the number of service available, and ensure integration based on PAUD HI concept, a number of strategy alternatives need to be developed which take into account the already existing service. . In World Bank PAUD however, we found that frequently, previously existing institutions were not taken into account. There is a strong perception in the field (particularly in Garut) that support is given only to establish new PAUDs, which to some extent caused negative responses in the community and even creates disadvantages against existing PAUDs due to conflict over resources and market share.

Building awareness of the importance of the program and community institutional capacity to safeguard the program execution is key. In the case of Child Fund PAUD, a community committee is established to carry out the process from planning to monitoring separate from the centre management. This committee is involved in, for example, recommending tutor's capacity building, and also actively monitor funding management. The approach has increased the community's sense of ownership (i.e. control and responsibility) over the PAUD operation.

A number of examples show that the community is capable of building a PAUD initiative of its own accord. PAUD mandiri are clear evidence of this and Awareness of early childhood development importance served as a good motivation, although such a service would greatly benefit from proper external input, be it funding support or capacity building. From this research we see that this is what Taman Posyandu and CSR PAUD are trying to do: provide capacity building and stimulation to build a replicable PAUD model that maximises the use of local resources. Optimisation of existing infrastructure rather than starting from scratch, as well as adaptation to local needs determines the success of the program.

On Tutors' Qualification:

Findings show that in most areas, tutors who are dedicated and performed well were not necessarily those who had an academic degree. Thus, dedication, affinity to children, and commitment are here of more importance than a formal qualification. This is evident in Taman Posyandu, in which the basic requirement for cadre (tutor) is housewife status.

While basic education is necessary, it is worth considering whether an S1 degree is more appropriate in comparison to other options, such as a diploma or a vocational school equivalent to the high school degree or a short course. The current practice of giving incentives based on academic qualifications has proved to be counter-productive in ensuring quality and sustainability of PAUD service.

In terms of training, communication techniques, training method, and duration have to be formulated based on the participants' background and capacity to absorb the materials Peer review and internship can be included as mechanisms to provide continual capacity building and improvement.

On co-ordination with other institution:

On health: In terms of PAUD HI (Bappenas HI ECD Program), to ensure the integration of health, nutrition, care, and psycho-social development, it is necessary for the government to have accurate information on existing health-related facilities such as Puskesmas, Pustu, midwives, Posyandu, and schools. The coupling of this facility with PAUD will, in turn, help in building a holistic service for early childhood development, as shown in the Taman Posyandu model. So far, PAUD facilities that happen to be located at the same location as (or at least near) Posyandu are the ones that have integrated health into their service. Others that are in different locations sometimes benefit by having the Posyandu cadre as tutors, as the cadre co-ordinates with Puskesmas to some extent, mainly through Posyandu.

On birth certificate: All PAUD Models have a potential role in building awareness among parents and facilitating the process of obtaining birth certificates, as shown by tutors of some PAUD in this research. By making it a requirement for registering a child at a PAUD HI institution awareness would be built among the community of the importance of birth certificates. Advocacy effort and socialization from civil registration is needed, in order to provide clear information about the process, as well as advocacy towards community figures in order to address constraints related to marriage certificates and local customs.

On co-ordination with the Office of Education: More effort should be made to integrate and support PAUD toward PAUD HI rather than just demanding that PAUD meet certain requirements. In Kupang, the issue of PAUD operational permit licenses shows how the role of the Office of Education and HIMPAUDI is still predominantly to supervise adherence to administrative standards rather than advocating development and continual improvement of existing PAUD. Moreover, in relation to the standards of PAUD, a thorough evaluation is needed to determine whether it has included all aspects required for the holistic needs of the child, and whether it is acceptable, applicable, and its implementation is affordable.

On parents' involvement:

Parents play a crucial role in determining child enrolment to PAUD. In general, most parents realise the importance and benefit of PAUD for children, and are satisfied with the PAUD service. However, there is a strong perception which identifies PAUD as school-readiness preparation (reading-writing-counting skills) rather than holistic child development, despite the fact that the PAUD focus should really be on improving the underlying functional skills needed in order to succeed at school. Most tutors felt burdened by parents' demand and expectation in this case. Even primary schools play a role in fostering inappropriate practices in PAUD centres, since they sometimes require that children graduating from PAUD centres already have formal education skills. Therefore co-ordination with primary schools and Offices of Education is needed to address this issue. Advocacy is needed so that parents and PAUD can work together in improving children's developmental skills on the first place, based on their age and development level, rather than putting an emphasis merely on reading, writing, and counting skills.

It is interesting to note that parents' awareness of PAUD benefits does not always correlate with their willingness to pay for them. This is particularly the case when parents know that a PAUD

institution has received some form of external support. However, parents are willing to get involved and contribute (financially/in-kind) in sustaining and improving PAUD operations, given that they are aware of PAUD financial condition and tutors' incentive amount.

On sustainability:

A community sense of ownership is key to sustaining the program. As proven from PAUD mandiri and the Taman Posyandu model, the community has and is willing to contribute some resources, though this can be limited. Extra effort and communication should be made by PAUD, in collaboration with community figures and village officials, to demonstrate transparency in their use of resources. This will in turn build trust, which will be critical in developing community involvement in sustaining PAUD, when external input alone cannot suffice.

Apart from writing proposals to access funding from other programs, developing financial streams from centre-based operations has emerged as an alternative solution for funding in a number of PAUD models, both already implemented or still in the planning stage. For example, Child Fund operates a microfinance program along with PAUD development in some of its working area, while Taman Posyandu operates a tutors' co-op. Interestingly a number of WB PAUDs have also started to plan ways of sustaining funding, such as collaboration with local small business to generate income. One PAUD mentioned approaching a craft business to provide part-time work for the mothers, e.g. making brooches while they are waiting for their children at school. For CSR PAUD, companies have realised the importance of further community development efforts to sustain the PAUD. Some venture plans are discussed, among which are canteens and small agriculture businesses as income generating units for the PAUD and the community.

The village leader has a potential role to play in ensuring sustainability and successful PAUD development, and this can be seen in several areas where the village leader is committed to PAUD development. In some areas a specific section for PAUD has been established under the district government administration, with the district first lady as "PAUD matron". This role has the potential to be developed further. A better culture of inter-sector co-ordination within the government, as well as collaboration between government, private, and citizen sectors must be facilitated.

Note: the end of World Bank's funding support period was by design 3 years, Visit was made at the time the support has or nearly ended.

The findings lead to three strategic recommendations for the development of HI ECD:

- PAUD Integration with Posyandu: To optimise the integration of health service into PAUD, Posyandu has a number of advantages over other health facilities. Its service (health and nutrition) and target beneficiaries (mothers in general, pregnant mothers, breastfeeding mothers, infants, and young children) will ensure a continuum of care of children from -1 (pregnancy period) to 6 years old. Posyandu is also widely distributed across Indonesia, and already well known, particularly in rural areas. Furthermore, introducing PAUD to Posyandu

will also bring the advantage of an improved health infrastructure and beneficiary target. PAUD can be used to revitalise the currently inactive Posyandu, as parents and children visit PAUD at regular intervals.

- Local mothers and women as teachers/tutors: As shown in the findings, tutors' academic degree doesn't always correlate with the quality of their teaching. Academic degree prerequisite correlates positively with high turnover of tutor, due to the tendency to search for better job opportunity. "Ordinary" mothers, or women in general are proven to be capable of delivering quality PAUD service, provided they have experience in handling children and are enhanced by proper training. Women are indispensable, and can be considered as an untapped human resource available in all areas. Giving the chance for housewives to become tutors and providing them with scholarship as an acknowledgement as well as academic capacity building might be a more feasible option for PAUD HI development. Such an approach has been implemented in Rajasthan (India) through Aga Khan Foundation, and it was demonstrated that housewives as teachers are powerful agent of change for early childhood development and education (Arnec newsletter, Early Childhood in Asia and The Pacific No.1. 2008).
- ECD Resource Centres: Considering the large number of children under five in Indonesia (approximately 24 million), it is impossible for the government alone to provide ECD services covering all these children. ECD resource centre would serve the roles of capacity building, supervision, monitoring, and evaluation for PAUD HI development. ECD resource centres could also function as the co-ordinating body which promote partnership, transparency, and openness in facilitating ideas, implementation, research, and dissemination of best practices among government, private sector, academics, and citizen sectors at all levels (local, national, and international), including communities on local, district, provincial, or national level. This model has been demonstrated by Institute of Educational Development (IED), BRAC University Dhaka, Bangladesh (Arnec newsletter, Early Childhood in Asia and The Pacific No.1. 2008).