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# REVIEW OF VILLAGE & COMMUNITY DAYCARE PROVISION



Summary of Institutional and Regulatory  
Framework and Case Studies

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# **Review of Village and Community Daycare Provision in Indonesia**

Summary of Institutional and Regulatory  
Framework and Case Studies

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*(Empowering Indonesian Women for Poverty Reduction)*

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# LIST OF ABBREVIATIONS

<b>APBD</b>	<i>(Anggaran Pendapatan dan Belanja Daerah)</i> ; Local government budget: drafted by local governments and adopted by a "perda" following debate and agreement within DPRDs
<b>APE</b>	<i>(Alat Pelajaran Edukatif)</i> ; Educational Materials
<b>APK</b>	Gross Enrolment Rate
<b>BAN PAUD</b>	National Accreditation Board for ECED
<b>Bappenas</b>	National Development Planning Agency
<b>BKB</b>	<i>(Bina Keluarga Balita)</i> ; Mother's Programme
<b>BKKBN</b>	National Family Planning Coordination Board
<b>BOP</b>	Operational Costs Funding for PAUD
<b>CaLisTung</b>	<i>(Baca tulis hitung)</i> ; Read, write and math skills often taught in early levels of preschool
<b>CSR</b>	Corporate Social Responsibility
<b>D4</b>	Four year diploma
<b>DepKes</b>	Department of Health
<b>DSW</b>	<i>(Depsos)</i> ; Department of Social Welfare
<b>ECCD</b>	Early childhood care and development – term used by UNESCO and OECD
<b>ECE</b>	Early Childhood Education – used by Gol to describe formal levels for pre-school age 4-6
<b>ECED</b>	Early Childhood Education and Development – refers to all programs for ages 0-6
<b>ECD</b>	Early Childhood Development – used by WB and Gol to describe non-formal programs for ages 0-4
<b>EFA</b>	Education for All
<b>Gerwani</b>	<i>(Gerakan Wanita Indonesia)</i> ; Indonesian Women's Movement
<b>GOI</b>	Government of Indonesia
<b>HI ECD</b>	Holistic Integrated Early Childhood Development
<b>KB</b>	<i>(Kelompok Bermain)</i> ; Playgroup
<b>Kemendes PDDT</b>	<i>(Kementerian Desa, Pembangunan Daerah Tertinggal dan Transmigrasi)</i> ; Ministry of Villages, Isolated Regional Development and Transmigration
<b>Kowani</b>	<i>(Kongres Wanita Indonesia)</i> ; Indonesian Women's Congress
<b>LFP</b>	Labour Force Participation
<b>LSPPA</b>	<i>(Lembaga Studi Pengembangan Perempuan dan Anak)</i> ; Foundation for the Study of Women and Children's Development
<b>MOHA</b>	Ministry of Home Affairs
<b>MOEC</b>	Ministry of Education and Culture
<b>MORA</b>	Ministry of Religious Affairs
<b>MOSW</b>	Ministry of Social Welfare

<b>NPSN</b>	National School Registration Number
<b>NGO</b>	Non-Governmental Organisation
<b>OECD</b>	Organisation for Economic Cooperation and Development
<b>PAUD</b>	<i>(Pendidikan Anak Usia Dini)</i> ; Early Childhood Education
<b>PISA</b>	Programme for International Student Assessment
<b>PKBM</b>	<i>(Pusat Kegiatan Belajar Masyarakat)</i> ; Community learning centres or CLC
<b>PKK</b>	Family Welfare Movement
<b>PNF</b>	Program Non Formal (refers to the non-formal PAUD stream)
<b>PNPM</b>	National Community Empowerment Program: a major national poverty-eradication program funded by the central government and the World Bank with co-financing at the local government level
<b>RA</b>	<i>(Raudhatul Athfal)</i> ; Islamic Kindergarten
<b>S-1</b>	<i>(Sarjana-1)</i> ; Bachelor Degree
<b>SD 1</b>	Grade one class in primary school <i>(Sekolah Dasar1)</i>
<b>SDG</b>	Sustainable Development Goals
<b>SKB</b>	<i>(Sanggar Kegiatan Belajar)</i> ; a non-formal training centre
<b>SKPD</b>	Government organization/agency at local or regional level
<b>SMA</b>	Secondary school
<b>SMP</b>	Upper Primary School or Junior High School
<b>STPPA</b>	<i>(Standar Tingkat Pencapaian Perkembangan Anak)</i> ; Child development standard achievement rate
<b>Susenas</b>	National Social and Economic Survey
<b>TK</b>	<i>(Taman Kanak-Kanak)</i> ; Kindergarten
<b>TOR</b>	Terms of Reference
<b>TPA</b>	<i>(Taman or Tempat Penitipan Anak)</i> ; Daycare Centre
<b>TURC</b>	Trade Union Rights Centre – NGO
<b>UNESCO</b>	United Nations Educational, Scientific, and Cultural Organisation
<b>UPTD</b>	<i>(Unit Pelaksanaan Teknis Daerah)</i> ; Local Technical Work Unit
<b>UU</b>	<i>(Undang-Undang)</i> ; Law/s – the passage of which is the exclusive prerogative of the DPR

# GLOSSARY

<b>Daycare</b>	<b>(Taman or Tempat Penitipan Anak - TPA)</b> TPA is one of many forms of early childhood education services made available through Education Law 20/2003. TPA is classified in Indonesian law as a non-formal daycare service for working parents catering to children from 2 months to 6 years old during working hours.
<b>Dinas</b>	Provincial level government department
<b>Early childhood development and education (ECED)</b>	ECED refers to a comprehensive approach to policies and programmes for children from birth to six years of age, their parents and caregivers. Its purpose is to protect the child's rights to develop full cognitive, emotional, social and physical potential. Community-based services that meet the needs of infants and young children include attention to health, nutrition, education and water and environmental sanitation in homes and communities. The approach promotes and protects the rights of the young child to survival, growth and development as presented in the Convention of the Rights of the Child.
<b>Early childhood development (ECD)</b>	ECD consists of activities and/or experiences that are intended to effect developmental changes in children prior to their entry into elementary school. In Indonesia, ECD refers to non-formal levels for children aged 0-4.
<b>Early childhood education (ECE)</b>	ECE consists of activities and/or experiences that are intended to effect developmental changes in children prior to their entry into elementary school. In Indonesia, ECE refers to formal levels of pre-school service for children aged 4-6.
<b>Empowerment</b>	The process of increasing the opportunity of people to take control of their own lives. It is about people living according to their own values and being able to express preferences, make choices and influence – both individually and collectively – the decisions that affect their lives. Empowerment of women or men includes developing self-reliance, gaining skills or having their own skills and knowledge recognized, and increasing their power to make decisions and have their voices heard, and to negotiate and challenge societal norms and customs.
<b>Kabupaten</b>	No counterpart word exists in English. The term refers to local government areas immediately below provinces and equal in status to cities. Numbering around 400, kabupatens are the backbone of Indonesia's decentralized local government system. The term is best not translated ("regency" and "district" do not quite convey its meaning)
<b>Kecamatan</b>	No counterpart word exists in English: sub-district. Several of these administrative units make up a kabupaten or city local government area. They are not classed as "Pemda" and so do not have APBDs or DPRDs.
<b>Pancasila</b>	The official philosophical foundation of the Indonesian state.

<b>Parent Education</b>	Instruction or information directed toward parents on effective parenting.
<b>PAUD</b>	Translated as Early Childhood Education and Development. It consists of several types of pre-school services available in Indonesia as denoted in Education Law 20/2003.
<b>Pemda</b>	Refers to <i>Pemerintah Daerah</i> ; Regional, local or sub-national governments, i.e. provincial, kabupaten or city
<b>Perda</b>	Refers to <i>Peraturan Daerah</i> ; Regulations dealing with regional matters issued by a Regional Head after obtaining the approval of the local parliament (DPRD). Regional Regulations implement in a local context laws of a higher status and are valid within the region in which they are passed.
<b>Quality</b>	Quality child care commonly refers to early childhood settings in which children are safe, healthy, and receive appropriately stimulation. Care settings are responsive, allowing children to form secure attachments to nurturing adults. Quality programs or providers offer engaging, appropriate activities in settings that facilitate healthy growth and development, and prepare children for or promote their success in school.
<b>School Readiness</b>	The state of early development that enables an individual child to engage in and benefit from first grade learning experiences. Generally this refers to children's development in five arenas: health and physical development; social and emotional development; approaches toward learning; language development and communication; and, cognition and general knowledge. Some policymakers and researchers also use the term "school readiness" to describe a school's capacity to educate children.
<b>Triple Burden</b>	Women typically take on three types of roles in terms of paid and unpaid labour. These roles are: the <i>productive</i> role, i.e., market production and home/subsistence production undertaken by women which generates an income; the <i>reproductive</i> role, i.e., the child-bearing and child-rearing responsibilities borne by women, which are essential to the reproduction of the workforce; and the <i>community management</i> role, i.e. activities undertaken by women to ensure the provision of resources at the community level, as an extension of their reproductive role. Usually the <i>adat</i> or religious responsibilities as well as the PKK projects and health and education monitoring of the very young of the community are borne more by women than men.

## ABSTRACT

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Providing daycare service is likened to the advancement of women's human rights that challenges the balancing act between public and private spheres, therefore widen the opportunity of women's access to the formal and more secure job. The provision of daycare policies and implementation is essential, especially regarding the unsolved problems such as low participation (daycare enrolment) rates among poor, lack of government investment, and few options for teacher training remain to solve. This review aims to gain a better understanding of the regulatory and institutional framework regarding childcare and to gather the examples of how childcare is operated and funded. The results show that the greatest barrier to the development of daycare services among poorer classes of Indonesians is the lack of awareness of the benefits of good quality early childhood education and development on young children. Whereas from the angle of policies, there are many overlapping policies and almost all of which are very broad but not fully defined in practice with only focused on the formal PAUD, excluding the non-formal (TPA) and the informal ones.

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**Keywords:** early childhood education and development, *Tempat Penitipan Anak* (TPA), child care

## EXECUTIVE SUMMARY

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Women's participation in Indonesia is a critical step towards reshaping the economic, political, and social conditions that allow for equality in opportunities and results for both women and men. The struggle for women's rights here is often presented as a struggle between 'tradition' and 'modernity', where religious, political, and cultural practices dictate that women should only occupy the private sphere—the home and motherhood—and men should occupy the public sphere where they control and shape their community's economic, political, and social landscape (i.e., Newberry, 2012; Sears, 1996; Suryakusuma, 2004; Women's Research Institute, 2013). Providing daycare service is here likened to the advancement of women's human rights that challenges the balancing act between the public and private spheres or tradition and modernization. As traditions and cultures have done since the beginning of time, they will evolve, adjusting to new social conditions and the rapid urbanization of the nation to make themselves stronger. Studies prove that increasing women's income has a direct impact on a family's welfare, more so than increasing a man's income (Kabeer, 2012; OECD, 2014; Paes de Barros, 2013; Scanlon, 2012). This more than just about anything else justifies a focus on women's economic, political and social empowerment through the provision of daycare options that free her to make new choices for her and her family's lives.

Traditionally, poor, working parents in Indonesia could rely on either family support to look after children or informal work arrangements where mothers can bring their child along (IOM, 2013; Sushil, 2016). Urbanization trends in the last two decades have undermined that luxury as young families leave their home villages to seek better employment opportunities. For middle class families, especially those in urban areas, commercial daycare centres have proliferated to solve this need<sup>1</sup>. For poorer families in rural and the less well-off regions, very few daycare services exist and the high cost makes them unaffordable (Bappenas, 2013; Denboba, 2015; Lensen-Botter, 2016; OECD, 2015; Yulealawati, 2016a). This study attempts to answer the questions: *Are poorer women interested in daycare as an option? What type of daycare model would fit in Indonesia's current early childhood education and care expansion?*

Based on our field interviews, the greatest barrier to the development of daycare services among poorer classes of Indonesians is the lack of awareness of the benefits of good quality early childhood education and development (ECED or as PAUD in Indonesian) on young children. Those people who are too busy each day toiling in fields, markets, or small scale cottage industries had not heard the slogans nor understand the prominence of the huge expansion programs such as "One Village, One PAUD" and how its pre-school expansion will improve children's development, the Indonesian labour force, and bring the country out of poverty (pers. comm. case studies; Sri Marpinjun, Director LSPPA). Three facts emphasise this: the rapid expansion of PAUD has not yet reached 28% of those poorest and isolated areas that could most benefit by it (Wartanto, 2015; Yulealawati, 2016, 2016a2). Then, PAUD services and particularly daycare are noted for being extremely expensive (pers. comm. case studies, LSPPA director, PAUDNI staff Surabaya, PEKKA, PESADA, TURC; Lensen-Botter 2016; TURC 2013). Finally, the ideological positioning of PAUD benefits falls in stark contrast to the

<sup>1</sup> See also <http://tabloidnova.com/News/Peristiwa/Melongok-Tempat-Penitipan-Anak-1>; <https://www.kiblat.net/2014/09/20/tempat-penitipan-anak-solusikah/>; <http://kaltim.prokal.co/read/news/263893-peluang-bisnis-penitipan-anak-mesti-sabar-dan-ikhlas.html> and the PAUD non formal registration website at [banpnf.or.id](http://banpnf.or.id).

<sup>2</sup> See also <https://acdipindonesia.wordpress.com/2016/05/23/the-quality-of-paud-must-be-improved/>

traditions and decades of slogans reminding mothers that they are responsible for childcare and all domestic sphere activities. Examples from case studies and interviews reveal that encouraging mothers to leave their children with a daycare service requires a long process of cultural habit-breaking and trust-building. Unlike middle and upper class families, the poor tend to not seek out the service.

Yet, this review of daycare (or *Taman Penitipan Anak*, henceforth TPA) regulations and options in Indonesia suggests that with existing expectations and an understanding of the benefits for children, mothers, the community and the nation in the longer run, opportunities to expand daycare are good. While the government efforts to expand pre-school education to all four to six years olds nationwide has fallen short of the national goal at 72% coverage, it does present many opportunities to introduce combined or integrated pre-school and daycare services, called PAUD Terpadu, to the remaining 28% of those difficult to reach areas that services have not yet touched.

Other models for creating daycare taken from case study experiences involve collaborating with regional microfinance groups or Credit Unions. Most important for the survival of a TPA is some kind of income generation or sponsorship that can heavily subsidize running costs for users. The vast majority of TPAs identified in the study and all of those targeting poor users were donated facilities free of charge – although for sustainability, it is essential that this agreement is made legal. The only costs that need to be continually managed then are caregiver salaries and the cost of initial investment in indoor and outdoor toys and educational materials. If TPA access can assist women to shift into the formal labour force or increase her income, however, depends very much on whether jobs are actually available.

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## DAYCARE POLICIES

All laws and regulations that apply to the TPA are integrated through PAUD in general, the TPA being the least common and least regulated of PAUD services. TPAs fall under the guidelines of non-formal PAUD that serve children aged 0-6 years. With formal PAUD kindergarten (or *Taman Kanak-Kanak*, henceforth TK) services targeting children aged 4 to 6, the overlap can be an advantage or a deficit. One idea can be to collaborate with existing PAUD to share facilities and expand daycare coverage after TK hours.

The main policies that guide PAUD development are:

- **Ministerial Decree (Ministry of Education and Culture/MOEC) 146 and 160/2014** – Establishes Curriculum 2013 as the national standard for use in all ECED services with local governments given the freedom to add local-based material.
- **Ministerial Decree (MOEC) 137/2014** – Establishes national standards for ECED that define (1) Standards for level of achievement in child development; (2) Standards for content; (3) Standards in Process; (4) Standard assessment; (5) Standards for teachers and education personnel; (6) Standards for facilities and Infrastructure; (7) Management standards and (8) Financing standards.
- **Ministerial Decree (MOEC) 23/2014** – Establishes early childhood education as the financial and managerial responsibility of the regional government, effective starting in 2017, while curriculum and teacher training remain the central government domain.



Regardless of the rhetoric that merges standards among all of the eight PAUD variants to fit Law 23/2014, the placement of TPAs in the non-formal stream means that it is given less priority than formal PAUD (TK and RA) and funding is only made available if there is money left over after the formal streams are covered (pers. comm. PAUDNI staff in Surabaya and Jogjakarta 2016; pers. comm. staff PESADA, Ibu Kis, 2016; Yulealawati, 2016a). A state funded TPA is exceedingly rare and paying for a TPA service (or other PAUD services, by Law is the responsibility of parents and the community.

The policy development since 2009 is said to be an attempt to bridge the gaps in PAUD service in general, often discussed as a gap along the urban – rural, rich – poor divide. These standards are a response to the challenges the sector has historically faced:

1. Low participation rates among the poor.
2. Lack of government investment.
3. Few options for teacher training.
4. Low enrollment rates among children 0-3 years of age

(Bappenas, 2015; Denboba, 2015; Hasan, 2013; Lensen-Botter, 2016; Newberry, 2012; OECD, 2015).

As of this moment in the PAUD expansion, none of these gaps have been filled and for TPAs, the gaps are much wider than for TK. Middle and upper class families always have options. Our emphasis on lower, working class families has exposed several major issues that need to be considered in designing a pilot.

## **LACK OF AWARENESS/LACK OF SERVICE**

- Rural and other underserved areas have rarely had day care as an option. Thus, it is foreign to them. How people who have not considered this a possibility feel about such an option, will require further research in each of the target areas as each has its own traditions of childcare.
- The Indonesian push toward providing PAUD services (kindergarten/preschool for five and six year olds) throughout the country as a compulsory addition to primary education (supposedly as of 2017) has still failed to reach some 28% of the nation's children in rural, isolated, and other hard-to-reach communities (Hasan, 2013; Wartanto, 2015; Yulaelawati, 2016). This emphasis has, however, successfully managed to inform much of the population about the benefits of early child development, stimulation, education – but it has missed those families in more isolated regions or marginalized groups who are most in need of the types of benefits daycare could provide.
- Awareness of the benefits of early childcare and education in the 'golden age' of cognitive development (from birth to eight years, see Bappenas, 2015; Denboba, 2015; Kristof, 2016; MOEC, 2015; Yulaelawati, 2016) seems to be a strong indicator of willingness to place children in a daycare service rather than with a family member. Thus, it is imperative that this information used to rapidly expand PAUD services be extended throughout the country.
- For parents with young children, there is a serious lack of quality daycare outside of a few major cities, and full-time care of a young child can cost more than university.



Thus, in rural, less economically strong regions, daycare has not been an option. It needs to be considered a new option for many.

## TPA MODELS AND FINANCIAL SECURITY

- Law 23/2014 maintains the obligation for funding of all PAUD with families first and foremost, then communities and regional governments. The amount poor people may not be enough to cover running costs of a TPA. The funding policy (BOP and incentives) as it stands, targets formal PAUD first, is not sufficient to support poor users, and is reported as unreliable (case studies). In short, alternative funding sources, such as the Village Fund, are required.
- Collaboration with organizations that have habitually been trusted and known to benefit the poor is very important. Successful TPAs were affiliated with Muhammadiyah, The national Women's Family Welfare Movement (PKK), Credit Unions, or a well-known non-government organization (or NGO such as PESADA). However, once TPAs attempted to become independent of this support, they tended to shift to raising user fees and thus were no longer targeting poorer users.
- The TPA must be designed from the start with a strategy for income generation, profit sharing, or routine donors. Some suggestions for long term routine donors collected during field interviews included: Political parties, Mass organizations, Local businesses such as plantations, factories, banks, etc. through Corporate Social Responsibility (CSR).
- Some TPAs were also designated as Community Organizations, such as becoming a Community Learning Centre (PKBM) to access government funds. However, as a PKBM the TPA must have ability to provide that training – upgrading for PAUD caregivers, for example – or other community empowerment opportunities usually provided through these centres. Just the designation is not enough to secure funding.
- One TPA fully subsidised by local government is based in a highly visible, urban tourist attraction. The TPA at Beringhardjo Market in Yogyakarta was begun by PKK and funded through the city budget. The effort is very highly publicised and praised as providing support to communities of users who are noted as some of the poorest in the region. Publicity for an effort and public praise seem to go a long way toward ensuring support.
- The Integrated PAUD Terpadu includes a combination of formal, non-formal and informal PAUDs, usually a TK plus TPA. There are several models that can be used here. With TK about to be made compulsory, one assumes far more funding should be made available. Sharing facilities and profits from the TK could be used to support the TPA. Sharing facilities with UPTD (Unit Pelaksana Teknis Dinas – Sanggar Kegiatan Belajar – government run (MOEC) training centres for all official requirements/programs of non-formal education, ex. adult literacy, high school equivalency, PAUD certification).

## GENDER IDEOLOGY AND EMPLOYMENT

- Traditional ideology places women firmly as caregiver and responsible for the family and the domestic sphere, which has historically resulted in women leaving formal



work to raise their children, as seen in the gendered idealism of PKK and Dharma Wanita that positions women below and as supporter of her husband.

- A long-term, trust-building personal approach was shown to be the only way to attract working class mothers to the TPA.
- All field research showed that women already had work when they placed their children in TPAs, and none spoke about changing how or where they worked. Even if TPAs were made available, there would not be much change in poor women's access to work without broader interventions that increase their capacity and create work opportunities. The TPAs can greatly reduce her daily burden and provide extra time for informal or other work she is already engaged in.

**Table 1. Basic Model TPA Terpadu for poor communities**

Manager	Donor Organization	Facilities Required	Notes
PKK, PKBM, SKB Village	SKPD, UPTD, Village, Mass organization, Political party, CSR, NGO.	<b>Infrastructure:</b> donated or loaned, renovated by community as volunteer effort ( <i>gotong royong</i> )	<b>Infrastructure:</b> Many share options available such as community centres, unused government offices, etc.
		<b>APE:</b> Seed funds, Dana Desa. Other funds – donations/sponsorship	<b>Operational Costs-APE &amp; Salaries:</b> based on PESADA experience, user fees maximal at 30% of monthly costs
		<b>Operational Costs/Salaries:</b> Incentive and BOP, Dana Desa, Monthly donations, User fees	LAW 23/2014 supports 5% of Dana Desa toward PAUD (formal) in effect as of 2017.
		<b>Meals and supplementary feeding:</b> User fees, Posyandu, Puskesmas	CSR arrangements with local large employers.
		<b>Health costs:</b> Puskesmas	At kelurahan level: access APBD/SKPD budgets through collaboration, publicity, and other creative means.
		<b>Staff upgrading:</b> MOEC, Int'l donor projects – more easily accessed with terpadu model.	

Key:

PKK = *Pembinaan Kesejahteraan Keluarga* (Family Welfare Movement)

PKBM = *Pusat Kegiatan Belajar Masyarakat* (Community learning centres/CLC )

SKB = *Sanggar Kegiatan Belajar*

SKPD = *Satuan Kerja Perangkat Daerah* (Government agency at local or regional level)

UPTD = *Unit Pelaksana Teknis Dinas*

CSR = Corporate Social Responsibility

APE = Educational materials

BOP = Operational Costs for PAUD



# 1 INTRODUCTION

Early Childhood Education and Development (ECED) or *Pendidikan Anak Usia Dini* (PAUD) is the generic term that covers all pre-primary school programs. PAUD is used throughout this review as the standard Indonesian term for ECED. However, since PAUD covers all preschool age groups, the P in PAUD is used to refer to Education (*pendidikan*) and sometimes to Development (*pengembangan*), adding to a need to define more thoroughly the English equivalents. In general the terms **Early Childhood Development** (ECD) is used to describe programs for the 0-4 year old groups and **Early Childhood Education** (ECE) for the formal 4 to 6 year old groups. Thus age is a significant factor in comparing and contrasting programs.

While the policy development itself shows inconsistency in terminology, this is due to the attention and radical changes occurring to Indonesian pre-school services over the last decade. While much of the earlier literature on PAUD describes eight options (see table 2 in Annex 1), the latest MOEC draft roadmap (2016) describes 3 categories of ECED distinguished by a child's age:

- **PAUD First 1000 Days** is ECED for children aged 0 to 3 years.
- **PAUD 3-6 Years** includes the various informal play groups
- **PAUD Pre-school** for children 4-6 years is the formal kindergarten.

Since it takes a bit longer for the policies and literature to catch up with ministerial objectives, it is important to recognise an additional categorization of the types of services available in Indonesia:

- Formal which tend to be preschool programs for children aged 4 to 6 years prior to children entering primary school at age 6 to 7 years.
- Non-formal programs for children aged 2 months to 6 years and include daycare for working families and community managed early childhood development programs, and
- Informal usually refers to home-based care.

Figure 1. The Map of ECED Services in Indonesia<sup>3</sup>

<sup>3</sup> Visualization based on Law No. 20/2003 and GNPB Roadmap 2016-2030

Target	Age							Focus	Education Path	Responsible Agencies
	0+	1+	2+	3+	4+	5+	6+			
Child					Kindergarten (TK & RA) or PAUD Pre-Primary Education			Pre-primary education; Child development and school readiness; Religious in RA	Formal	Ministry of National Education, Ministry of Religious Affairs
				Playgroup/KB; Childcare Centre/TPA and SPS (Similar ECE Unit) is an institution providing education beyond Kindergarten)				Care service for children of working parents; combined with a child development component	Nonformal	Ministry of National Education, The Ministry of Rural, Rural Development and Transmigration; The Ministry of Women's Empowerment and Child Protection
Child & Mother	ECE 1000 First day							Health service for mothers and children; combined with parenting education	Informal	Ministry of Health; Ministry of National Education, The Ministry of Rural, Rural Development and Transmigration; The Ministry of Women's Empowerment and Child Protection

The map of Early Childhood Education and Development (ECED) services in Indonesia is complex with a wide selection of programs depending on the service desired and a child's age. Daycare Centres or *Taman Penitipan Anak* (TPA) fall into the non-formal stream of ECED services regulated by new improvements in the Education Law 20/2003. With the expansion of ECED services in Indonesia, and the creation of a Ministry to oversee all ECED services, TPA moved from its previous home in the Departments of Health and of Social Welfare to the Directorate of Early Childhood Education services in 2006. In 2010, formal and non-formal streams of ECED were merged into one Ministry of ECED, Non-formal and Informal, known as PAUDNI. With Presidential Decree No. 14/2015 PAUDNI became the General Directorate of Early Childhood Education and Community Education, a change that occurred at the national level but has not yet made it to the regions. Each of these moves resulted in new terminologies and regulations and with the addition of regional autonomy, each region adds on their own policies and laws.

Unlike the formal kindergarten services currently enjoying massive international support and funding in Indonesia, TPAs enjoy the least amount of support, funding or monitoring. TPA does fall under many of the regulations and goals governing formal PAUD services. Yet no regulations exist that focus specifically on TPA. Nor is it mentioned in many of the major studies or evaluations of the much-touted PAUD expansion (Hasan, 2015). The number of TPAs throughout Indonesia in 2000 was 760 (UNESCO nd) and by 2015 there were 3,472 registered (according to MOEC, 2015). Currently, the Early Education Accreditation Board (BAN PAUD NF) lists over 8,000 but only 124 are accredited. Unlike the formal ECED services, there is no "grand design" to expand TPA coverage.

In 2012-2013, the GOI's Ministry of National Development Planning (Bappenas) and Australia's Department of Foreign Affairs and Trade (DFAT), partnered with ILO to investigate employment opportunities and decent work for women through the "Empowering Indonesian Women for Poverty Reduction Programme" (*Maju Perempuan Indonesia untuk Penanggulangan Kemiskinan – MAMPU*). The unmet demand for daycare in many lower income communities emerged as a main obstacle for women (ILO 2015).

The purpose of this review, is to understand the current status of daycare initiatives in Indonesia as a foundation for designing pilots to test whether daycare services can contribute to improving women's opportunities for engaging in the labour force. The underlying hypothesis is that this will contribute to women's empowerment, and to the government's

efforts to reduce poverty and encourage equitable growth. With so much to offer, why, then, are TPAs so unpopular relative to other choices?

Aside from leaving the child with family members as the most common choice available to most Indonesians, the full day daycare service or TPA is one alternative for families who need to leave their children in order to work or carry out other activities. The main obstacle is cost; next comes safety or trust. In order for these services to have a positive impact on families they have to be of **high quality**, have good **population coverage** and be **cost efficient**. TPA services exist in a very wide array of models from private and public programs, ranging from the highly sophisticated to the most basic ones. As all other ECED services, they are defined based on the age of the children they target: between two months to six years old.

The following objectives form the underlying goals of the review to:

- Gain a better understanding of the regulatory and institutional frameworks within which child care providers need to operate and that would need to be considered in a pilot; and
- Gather examples of how childcare is operated and funded, the quality and the possible impacts it has, or could have, especially with regards to enabling women to engage in economic activities.

The study is conducted in two stages:

- Stage 1 comprises a literature review and a summary of institutional and regulatory frameworks relevant to the provision of childcare at the village or community level. The review includes Ministry of Education and Culture (MOEC) early childhood development policies and regulations, child protection regulations, and policies of other institutions involved in provision of childcare services including for example, PKK, policies on governance arrangements; monitoring and accountability; financing arrangements; staff qualifications, accreditation and employment arrangements; minimum service standards.
- Stage 2 involves fieldwork to collect case studies of village and community based childcare initiatives. These will compare and contrast the various approaches taken by government, NGO, civil society and community efforts based on key questions that explore reasons and objectives, strategies, funding, governance, staffing, challenges, and more from a management perspective. Case studies will also include family members and users of the facilities to explore their reasons, needs, ability to pay, expectations, and benefits or limitations of daycare options. These case studies will further assist the Stage 1 review by comparing how government regulations, procedures, or budgets are adapted at the district and village level.

## AUSTRALIAN GOVERNMENT PRIORITIES AND PROGRAMS

The Australian Government sees gender equality and women's empowerment as a precondition for effective development. Women's economic empowerment is one of the gender priorities for the Australian government's aid program and a number of the aid programs in Indonesia respond to this priority. The review proposed in this TOR will be carried out as a collaboration between two of these programmes: Empowering Indonesian Women for Poverty Reduction Programme, also known as *Maju Perempuan Indonesia untuk Penanggulangan Kemiskinan* (MAMPU), and KOMPAK. It is envisioned that one or both of

these programs could be potential platforms for piloting different models of childcare provision to assess the impact on women's economic activity.

## EMPOWERING INDONESIAN WOMEN FOR POVERTY REDUCTION PROGRAM (MAMPU)

MAMPU is a joint initiative of the Australian Department of Foreign Affairs and Trade (DFAT) and the Indonesian Ministry of National Development Planning (Bappenas). The program aims to improve the access of poor women in Indonesia to services and livelihoods by strengthening women's and gender-interested organisations and parliamentarians in order to influence government policies and services across five thematic areas:

- Improving women's access to government and social protection programs.
- Increasing women's access to jobs and removing workplace discrimination.
- Improving conditions for women's overseas labour migration.
- Strengthening women's leadership for better maternal and reproductive health.
- Strengthening women's leadership to reduce violence against women.

## KOMPAK

KOMPAK is Australia-Indonesia government partnership working to reduce poverty in Indonesia by supporting the Government of Indonesia (GoI) to improve basic services and economic opportunities for the poor and vulnerable. Working at the national and sub-national levels, KOMPAK consolidates and builds on GoI and DFAT's investments in governance, service delivery, community empowerment, and civil society strengthening, by integrating these areas of activities into one facility. KOMPAK works primarily with five counterpart GoI ministries at the national level and local governments (22 districts across seven provinces) and structures its work around three key outcome areas:

- **Outcome 1:** Local government and service units better address the needs of basic service users.
- **Outcome 2:** The poor and vulnerable benefit from improved village governance.
- **Outcome 3:** The poor and vulnerable benefit from increased opportunities for off-farm employment and economic development.

## SCOPE OF THE STUDY, METHODOLOGY & LIMITATIONS

The review of village and community daycare provision in Indonesia study has the following scope of work:

- Gain a better understanding of the regulatory and institutional frameworks within which daycare providers need to operate and that would need to be considered in a pilot;
- Gather examples of how daycare is operated and funded, the quality and the possible impacts it has, or could have, especially with regards to enabling women to engage in economic activities.

- The overall implication is that when women are empowered to find and maintain employment, they are able to make economic decisions, and contribute to and benefit from economic growth.

The research sought evidence on how or if providing adequate and affordable daycare services can contribute to helping communities overcome poverty and gender inequality. Data collection began with thorough desk research and review of laws, regulations and policies on childcare in general and then on daycare more specifically. The team met with government and non-government stakeholders and held key informant interviews with partners, implementers, academics, and many beneficiaries of MAMPU, KOMPAK and non DFAT funded projects in Jakarta, Jogjakarta, and Sidikalang (see Annex 3 for a complete list).

The analytical approach included gender analysis tools, such as contextual analysis; sector-specific gender check-lists; Focus Group Discussions with TPA staff and beneficiaries; Participatory Rapid Appraisal and other methodologies focusing specifically on the identification of best practices and gender-specific constraints and strategic opportunities.

This study followed a qualitative approach where findings were compiled from various sources: government agencies, NGOs, daycare providers, beneficiaries and other stakeholders. Due to the usual time limitations, information collected is limited to the responses of selected individuals, groups and institutions that were met and observed in the process of this study. Thus, findings need to be recognized as limited to only the areas in which assessment was done and should not be generalized to cover a regency or province. The majority of daycare centres visited were in relatively urban and accessible regions providing service to middle class families. Majority of the respondent we were able to meet were not the poorest in each region. The research team did not have the opportunity to visit those regions in the country with no ECED services at all, nor speak with poor, rural, working families about their daycare aspirations and needs. Thus, results may not fit in more challenged or challenging areas of the country.



## 2 LITERATURE REVIEW: SHIFTING TRENDS IN CHILDCARE

*“Our research has shown that children who receive excellent early childhood education tend to be more successful as they grow older and are more competent socially and emotionally. With this new program, the government is making a sustainable investment on the country's future workforce. This will help Indonesia transform to a knowledge and service-based economy that can compete globally.”*

–Rosfita Roesli (World Bank<sup>4</sup>)

### Key Issues and Challenges

Gender dimensions of domestic responsibilities are politically sensitive and thus not a part of the current childcare/preschool dialog.

- Informal and non-formal childcare programs are not subject to clear standards or guidelines
- Issues of quality care are challenges to be met in all PAUD categories
- TPA is by far the most neglected aspect of the ECED expansion
- Social and economic inequality persists in how children access ECED, especially excellent care – as mentioned above or any childcare at all, which remains available mainly for the wealthier, urban classes.

Known locally as PAUD for *Pendidikan Anak Usia Dini*, or Early Childhood Education<sup>5</sup>, these programs represent the World Bank-inspired intensification of attention to child development during what is generally regarded as the golden age from 0 to 8 of child development (Kristof, 2016; MOEC, 2012, 2015; Newberry, 2012; Yulaelawati, 2016). Coinciding with the democratization of the post-Soeharto Reformasi era, Indonesia has prioritized early childhood education and development (ECED) ranging from its inclusion of ECED in the National Education System Law No. 20/2003 to a Presidential Declaration on Holistic and Integrated ECD (HI-ECD) in 2011, to the 2016 Roadmap that presents a strategy for meeting the ideals of HI-ECD. These policy milestones have occurred in parallel with sustained progress on outcomes included in the Millennium Development Goals, for issues including child malnutrition, child mortality, and universal basic education (Bappenas, 2013; Denboba, et al., 2015: xv).

Yet we find across the literature a fairly wide gap in direction, purpose and emphasis regarding the implementation of PAUD between its formal and non-formal divisions. Formal PAUD includes the kindergarten classes (TK) for ages 4-6. This TK level is to be made compulsory as of 2017, and receives the lion's share of attention and funding. Thus, the issues

<sup>4</sup> <http://blogs.worldbank.org/eastasiapacific/early-childhood-education-rural-areas-key-unleash-indonesia-potentials>

<sup>5</sup> In some readings, this is described as *Perkembangan Anak Usia Dini* or early childhood *development*, leading to some confusion in translations and terminology of PAUD. Here, we translate PAUD as early childhood education (ECE) where referring to 4-6 year olds and as early childhood development (ECD) where 0-4 year olds are involved.

surrounding the massive PAUD expansion in Indonesia are directed toward these formal aspects and not toward the non-formal daycare services that could facilitate women's access to labour force participation and economic empowerment. These TPA services are not given much attention in WB studies and evaluations<sup>6</sup>. At most, there is a blanket statement regarding women's empowerment and economic benefits: "The programs may pay for themselves by increasing women's labour force participation, thereby lowering gender inequality (Denboba, 2015:48 and see the quote at the beginning of this chapter). There is no literature on the effects of daycare on women's labour in Indonesia – which remains an important area for further study, especially for the non-urban, working classes.

Non-formal PAUD include play groups (KB), day care centres (TPA), and ECE equivalency services<sup>7</sup> (SPS). They have different characteristics to those of formal providers (i.e., TK or Kindergarten) in that they can be highly flexible. Flexibility here includes staffing, approach, time/duration, location, and the supporting facilities and infrastructure. By definition, non-formal PAUD provides early childhood education adjusted to the individual based on their age and their level of development (MOEC, 2015) rather than providing a permanent location, curriculum, qualified staffing and set learning media. Another unique characteristic of non-formal PAUD is that the educators tend to be non-public servants. Often they are young women, housewives and community PKK cadres experienced with other services such as Posyandu and BKB (Bina Keluarga Balita or Mother's programme on child-rearing for children under-five in Cutama et al., 2015). In terms of availability, non-formal PAUD (Pos PAUD, TPA, KB) is available in less than 50 percent of villages (Bappenas, 2013:13).

For working parents, the TPA (sometimes referred to as TAA or *Taman Asuh Anak*) is available for children aged 0-6 years. This non-formal PAUD service is expected to provide an age

Figure 2. Soundly in sheath



appropriate atmosphere of stimulation and education for children. TPAs are mainly run by local, private foundations, Community Self-Help organisations, companies who own and run plantations, markets, factories (UNESCO nd). TPAs are the least utilized of all PAUD services; nation-wide only 26,536 children or about 0.1% of its total target group of three months to six year olds are using this service<sup>6</sup>. Of the over 8000

TPAs currently registered through the National Accreditation Board (BAN PAUD), only 124 have been accredited. The vast majority of TPAs are located in urban centres and in Jogjakarta<sup>9</sup>.

<sup>6</sup> Hasan et al (2013) has a graph showing 0% of TPAs as one of the services available under the WB PAUD monitoring project (see Fig 3.4 a. Type of ECED services on p. 107).

<sup>7</sup> Nowhere in the literature is this SPS fully defined as anything besides "types of nonformal PAUD", likely in private homes run by individuals. It is an example of the flexibility permitted in non-formal PAUD design, governance, and practice, and as such, part of the problem in analyzing policy and its implementation.

<sup>8</sup> <http://www.paud-dikmas.kemdikbud.go.id/berita/7069.html>; [www.bps.go.id](http://www.bps.go.id)

<sup>9</sup> <http://www.banpnf.or.id/direktori/akreditasi/direktoriakreditasi.php>

Thus, the emphasis on long-term PAUD impacts for raising labour force quality and economic improvements for poorer regions (Hasan, 2013; MOEC, 2016), including women's labour force participation, should shed light on the need for subsidized daycare. Instead, there is little or no mention of daycare in PAUD evaluations; nor has there been analysis of the impact of these services on women's ability to engage in different types of economic activity. In fact, it is easy to get the message that women are expected to not be working after childbirth since formal PAUD programs provide just one extra year of kindergarten education with very limited hours per day. Overall, there is little within the PAUD literature to assist an investigation on how it may support women's ability to engage in economic activities. Historically, however, we can find a few answers.

Indonesia has made a progressive turnabout in restructuring its development programs from fully centralized during Soeharto's long reign to being one of the most decentralized in the world, where districts determine their own programs and budgeting<sup>10</sup> (ILO, 2013). Yet, there remains a continuity in the use of women's work to provide social welfare at the community level. At the centre of this PAUD expansion is its relationship to women's work and the new desire to empower the child for the future benefits of a stronger workforce (see also Newberry, 2012; Yulealawati, 2016). The current PAUD policy development describes the benefits of early education and development to children as physical, mental, and as preparation for primary school. Benefits to mothers are not mentioned in any of the policies reviewed. Part of this omission is based on women's labour being eminently political in Indonesia where the roles and responsibilities of women have been, since the nation was founded, limited to the domestic sphere (Women's Research Institute, 2013:23; Sears, 1996; Suryakusuma, 2004).

Early in the development of the modern, independent Indonesian state, women's organizations such as Gerwani (Indonesian Women's Movement, founded in 1950 – banned in 1966) and Kowani (Indonesian Women's Congress, established in 1928) fought to improve women's socio-economic position through initiatives that focused on women's education, social welfare, and health. Gerwani was the first organization in Indonesian history to support women in rural areas by creating crèches to care for the children of workers, mothers and wives. They also provided childcare so women could attend literacy classes and classes on how to be simultaneously independent and politically active<sup>11</sup>. Gerwani established 1500 crèches (called Melati kindergartens) by 1964. In the early post-revolution period, establishing childcare facilities was "justified by reference to the opportunities they provided mothers (rather than fathers, who apparently were not held responsible for their children) to work and study (Wierenga 2002:24)."

No information regarding the organization of crèches is offered in these studies, beyond references to them being managed mainly in people's homes for the benefit of rural poor women (Allen, 2014:296; Pohlman, 2014:33). Gerwani congress agendas reveal how heavily they advocated for the needs of peasant women and children and that childcare was a basic requirement for the advancement of women (Gerwani Seminar, 1961; Wieringa, 1995). Not all women were convinced that childcare services were a good thing, however. Many believed that childcare was not a state responsibility (as in the Soviet Union), but rather it was a woman's duty to stay home. For Gerwani, the arguments against childcare neglected what

<sup>10</sup> The changed approach places regional governments in control of their own development initiatives. Act Number 6/2014 marks a further strengthening of the legal status of villages, increasing their independence, authority and responsibility, through budget allocation for each village, referred to as *Dana Desa*

<sup>11</sup> It may be significant to note that crèche provision for women to attend meetings is almost unheard of now. It is extremely common during PNPM women's meetings or community meetings of any type to see women with babies or young children in the rear focused on the child rather than the meeting.

they saw to be the most serious problems facing women, i.e., economic dependency on their husbands and poverty, which required peasant families to work for their basic survival (Wieranga 1995 and 2002).

When Cerwani was banned in 1966, the remaining women's organizations were also brought under strict government control. The state set up its own mass women's organizations, under the umbrella of Dharma Wanita (Women's Duty – see box), which were intended to re-subordinate rather than emancipate women (Allen, 2014; Sears, 1996; Wieranga, 2002; Women's Research Institute, 2013).

Under the New Order, Kowani and other women's organisations had to adjust to the politics of the new regime. Bit by bit nearly all social and economic programs intended for poor and village women were eliminated. Through carefully managed disinformation, women who advocated for equity, rights

for women and children, or any poverty or worker-support programs were literally demonized (Women's Research Institute, 2013:23; Sears, 1996; Suryakusuma, 2004, Weiringa, 1995 & 2002). The aim of this propaganda was to domesticate women's movements. Kowani became the only women's organization in the country as long as it served the political interests of the New Order government (ibid.).

Kowani is the coordinator organization for women's NGOs, but does not get political and financial support from the government. The government's main vehicle for promoting lower class urban and rural women's issues is the Family Welfare Guidance (PKK founded in 1972). In PKK, married women<sup>12</sup> now held a crucial role in national development through encouraging women to fulfil their dual role as wife/mother and development agent. PKK targets lower class women but maintains a hierarchical structure where the wife of the leading bureaucrat takes on the leadership nationwide. As the PKK is embedded within the Ministry of Home Affairs, the Minister's wife becomes the national director for PKK using the same wife-of-local-leader structure all the way down to district, village and community levels. This structure makes for an easy channel for bureaucrats/decision makers from the centre out to provincial, district and down to each group of 10 houses (*Dasa Wisma*) at the local-most levels. The PKK has multiple functions. One is to disseminate official gender ideology among rural women (see box Women at the Margins). PKK also enrolls women in the integrated health post services for women and young children known as Posyandu. Under Soeharto's New Order regime, these programs were a highly regulated system of control (Newberry, 2012; Sears, 1996; Suryakusuma, 2004; Women's Research Institute, 2013). That is

### Women at the Margins

During New Order Indonesia (1966 – 1998) women's roles were officially defined and enforced through PKK via the *Panca Dharma Wanita* (The Five Duties of Women).

- Loyal supporter of her husband
- Caretaker of the household
- Procreator and educator of future generations
- Provider of secondary income
- Useful member of society

Based on traditional notions of womanhood, these duties were used by the Indonesian State to restrict women's activities to the private sphere, that is, the family and domesticity. Linked with the Five Duties was *kodrat wanita* (women's destiny), an unofficial code of conduct, loosely based on biological determinism. *Kodrat wanita* became a benchmark by which women were measured during this period, and to a large extent this code is still valid today (Curnow 2007:12; Sears 1996)

<sup>12</sup> Married is the crucial term as a woman achieves status based on her husband's position. Unmarried, widowed, or divorced women fall into different categories.

to say, these programs delivered community development inputs via local women whose organization and volunteer labour were orchestrated by the government, but with little or no money.

The normative function of PKK is contradictory to how many women really live their lives. Most non-elite women must work in order to meet basic needs.

## 2.1. REVIVING GENDER RESPONSIVE DAYCARE: NGO MOVEMENTS IN NORTH SUMATRA

Care of dependents (including the young, the elderly, and the infirmed) is the primary responsibility of women and girls with major impacts on their time and ability to earn an income. This is a main reason for women's preference for informal work with its assumed, and often real, lack of social protection, low wages, poor service delivery and weak infrastructure. While the poverty risks for women and girls are immense, informal work remains a better choice for many women (see ILO, 2013; Rothenberg et al., 2016) precisely because it maintains her dual function as mother and home-maker first.

The subordination of women in general and the relegation of daycare needs to the private sphere were highly successful aspects of the New Order surveillance system via PKK (Sears, 1996; Women's Research Institute, 2013), whose tight controls were extended to civil society organizations as well. With the declaration of 1976-1985 by the United Nations as the UN Decade for Women, the emergence of women's NGOs in Indonesia began to highlight a growing awareness of women's rights and gender injustice<sup>13</sup>.

In 1991, a women's organization called PESADA in North Sumatra identified gender related problems and issues based in fishing communities and palm, coffee and rubber plantations. In recognition of women's multiple burdens and the detrimental impact on poor women, PESADA "empowered women from the communities by facilitating them to develop and manage pre-schooler learning centres" (PESADA nd). PESADA opened 7 daycare centres where young children could be safely left while parents worked<sup>14</sup>. PESADA daycare centre (TPA) does not only support working women through the daycare facility but also encourages discussions pertaining to gender issues and the need to develop productive economic activities (Women's Research Institute 2013:50; PESADA nd). Much like the goals of Gerwani (above) and in contrast to PKK and Dharma Wanita, PESADA noted how a TPA not only frees women from home-based limitations, but also opens them up to other types of capacity building involvement in work, study, discussion groups, activism, as well as increase their leisure time, self-respect and self-confidence, which in turn, benefits their family and community (PESADA nd).

<sup>13</sup> Kalyanamitra (founded 1985) focused on developing a centre of information and communication for women; Solidaritas Perempuan (Women's Solidarity founded 1990) worked to empower and organize women migrant workers; Rifka Annisa (founded 1993) worked on reproductive health issues and domestic violence. During the same period of time, university intellectuals started to develop Pusat Studi Wanita (PSW or Women's Research Centre – founded in 1991 at UGM) to conduct studies on women's issues.

<sup>14</sup> It should be noted that it was actually meetings between MAMPU and KOMPAK with various women's groups such as the Pesada homeworkers in North Sumatra, that flagged the significant opportunities from supporting childcare issues and spurred this research project.

The benefits of the day-care service for the children are also well noted. PESADA centres rely on local language and culture, health, nutrition and deworming, in addition to social psychology, cognition and motor skills development. Child participants are noted in the community as being more willing to speak in public, highly sociable, more creative and they rank above non-TPA children once they entered 5D (Pers. comm. case studies; PESADA nd).

**Figure 3. Recent Condition of TPA Arkemo, Tinada, Pakpak Bharat**



The wider community also benefits through the TPAs by becoming active board members, and directly supporting women to be more active in public life and children to be healthier and more sociable. Young women gain experience and employment through working at the centres. The activism and awareness raising efforts of PESADA have brought child rights and gender-based violence issues to the fore in North Sumatra (PESADA nd).

The PESADA model reveals that a successful TPA should:

- Provide clear benefits to communities
- Provide clear benefits to children
- Publically show how a TPA is safe and healthy for children
- Be involved in community events and celebrations
- Show how early child development and education is vital
- Challenge the gender expectations that women must be home taking care of children or that girl children must take care of younger siblings
- Be affordable to all who need it (through sliding scale fees and subsidies)
- Support caregivers through training, capacity building, respect, financial support
- Maintain a Board of Directors from the community and hold regular open meetings
- Encourage government involvement through local laws (i.e., Ministerial Decrees 60/2013, 137/2014, 6/2014) that enforce child rights, PAUD quality control, continued subsidies and monitoring

PESADA also shows how NGO's should be willing to initiate a TPA but ensure local government and community take over the running and expansion (see case study #2).

The PESADA example provides the steps needed to create a TPA:

- Research the history of TPA in the area. Are there negative assumptions based on past efforts? Address any negative assumptions parents may hold (i.e., children are drugged to sleep all day; child sexual abuse is a big worry these days).
- Ensure the demand exists. Are there enough babies, toddlers, children to justify the TPA?

- Seek support from local leaders and independent women's groups such as Credit Unions. Hold socialization meetings with community, where local leaders can help explain the benefits of TPA to the whole community.
- Identify a possible location (unused government buildings, cooperative or village hall)
- Identify potential caregivers who are interested and willing to attend trainings (and willing to take a salary below minimum wage)
- Identify local labourers and supporters who can donate time and materials to constructing fencing, play areas, renovations, etc.
- Design a business plan including projected income (through community income generating activities), government subsidies, and costs that show parents' contribution
- Create and maintain links with Posyandu, village midwives, activists, and others to ensure regular check-ups, immunizations, and emergency contacts
- Create and maintain links with village administrators to ensure all children have a birth certificate
- Create and maintain links with regional early education offices (PAUDNI) to obtain curriculum and other materials for PAUD

The major lessons from the PESADA efforts are important to note:

1. A commitment to self-financing and contribution needs to be in place from the start. (Note: PESADA began their work through supporting female labourers in organizing, recognizing their rights, and through income generation)
2. In order to be truly pro-poor, the TPA will require broad support with commitments from many stakeholders (Note: local large employers could be solicited to support funding, construction and monthly costs)
3. Always maintain community involvement and ownership (Note: parent's contribution should be transparent and flexible. Those who cannot afford money can provide rice, bananas, coconuts, or services also required by the TPA)
4. The TPA needs to be a centre for not just children's rights, but women's' also.

However, it needs to be noted that the PESADA examples date back to the early 1990s and much has changed since then.

## 2.2. DAYCARE AND THE POSITIONING OF INDONESIAN WOMEN

Since the push for widespread ECED access for Indonesian children and the increase from 20 to 70% participation in formal PAUD over the past decade (see Lensen-Botter, 2016; Wartanto, 2016; Yulaelawati, 2016), it is important to recognize the roles of mothers in these programs (Arifiani, 2015; Garniezhalaras, 2014). The justification for PAUD expansion is growing awareness of the critical age of child development<sup>15</sup> (see Bappenas, 2013 & 2015;

<sup>15</sup> The 'golden age' refers to a range of processes and mechanisms that sustain, support and aid in the holistic development of



Nadeau, 2011; UNICEF, 2012; Yulealawati, 2016) and the broad recognition of the benefits of early stimulation in line with a child's growth. The Indonesian media is full of news reports urging parents to "Kenali Periode Emas Anak"<sup>16</sup> as part of its urgency to develop the country and its future workers.

While government initiated, ECED is primarily a community-driven rather than a government program (Bappenas, 2013; Hasan, 2015). Community-driven development, a basis of World Bank supported programs, "empowers village members to identify their own needs, find local teachers, and guide the implementation of services with district commitment and support"<sup>17</sup>. While on certain levels they assist women in organizing, working, increasing knowledge, access to information and self-respect, they also make demands on women, their time, and their volunteer labour. This is what we have called elsewhere women's triple burden (Berman, 2013). Working mothers often report how they are unable to engage in work that conflicts with their community service (Berman, 2013; Sears, 1996).

The current emphasis in Indonesia on community-driven development of formal ECED services is based on an expectation that local women will volunteer their services through PKK and other models that utilize women for national development purposes<sup>18</sup>. Even PESADA's pro-women's approach to daycare lists the need to find staff who are willing to work below minimum wage (PESADA nd).

The fact that affordable and reliable day-care services are not a main policy point leads us back to the gender ideology issues and its expectations on women and their time<sup>19</sup>. Access to day-care is assumed to reduce barriers to labour force entry and generate improved economic opportunities for women (Chioda, 2011; Elborgh-Woytek, 2013; Kabeer, 2012; Paes de Barros, 2011), what the literature claims is one of the goals of the PAUD expansion. Yet with the immense powers of national organizations and their gender ideologies all prescribing women's roles, research needs to ask young mothers what exactly they do want. Do women want full time and formal work opportunities? Research on women's labour force participation in Indonesia found that women tend to leave the job market at child bearing age and return later when the children are older (Cameron et al., 2015; Setyonaluri et al., 2016).

Is daycare provision, then, an answer to improving women's status, labour participation, and poverty reduction as reported throughout the literature? Can daycare be a possible bridge to the vast inequities between rich and poor, urban and rural start in life opportunities for the very young (i.e., Nadeau et al., 2011)? What are the cultural and intellectual barriers to daycare? What kinds of daycare requirements do Indonesian women have and what would they do with their time if their domestic issues were resolved for at least part of her day? Can daycare assist in freeing women to seek out more empowering choices in her life, what would those choices be, and how supported is she to make such choices in her family and community? And finally, will the massive Indonesian PAUD campaign with its goals of Education for All

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children, from birth to age 8 years. Due to the rapid neural connections, brain development and growth that take place at this age, this period is considered a critical window of opportunity for optimizing children's development through the combined impact of education, care, health, nutrition, protection and stimulation. The field of early childhood education and development is replete with evidence that attests to the considerable benefits of good-quality ECED programmes.

<sup>16</sup> <http://www.sinarharapan.co/sehat/read/140909189/kenali-periode-emas-anak> and simply google the phrase to find hundreds of similar links.

<sup>17</sup> <http://www.worldbank.org/en/topic/communitydrivendevelopment/overview>

<sup>18</sup> Additionally, the fact that most formal PAUD services run for only 2 to 3 hours per day also means that mothers' day must to be organized around the needs of the child at a time that is not conducive to most formal work arrangements (see box: Indonesian pre-school culture).

<sup>19</sup> As an example of childcare provision and its effects on women's labour, in China, with the radical increase in the service and manufacturing sectors since the early mid-1990s, female employment has actually decreased because family-friendly workplace supports such as maternity leave and childcare facilities have become less accessible (Shin et al., 2013). While waged jobs seem especially desirable, more highly educated women in urban areas predominantly hold them.



(Dakar, 2000) by 2030 actually benefit working women? While most of these questions cannot be answered in this small study, it can, at least, point the way for more substantial understanding of these important issues.



# 3 POLICY REVIEW

## Key Issues and Challenges for TPA Programs

PAUD goals and policies are very broad but not fully defined in practice. SOPs and instructions for achieving the various goals cover blanket needs for all types of PAUD. Guidelines that do exist (*petunjuk teknis/juknis*) are merely technical steps but without any of the information that allows for practical application.

- Since Education Law 20/2003, the focus of ECED has been on quantity rather than quality in order to reach the width and breath of the nation. Rural, hard to reach areas are still mainly unserved.
  - Access to PAUD in the literature is not defined in practical terms but rather in quantitative indicators that do not explain who, how, where, and why millions of children have not enrolled in a PAUD and 28% of villages have no PAUD service.

Focus of policies has been mainly on formal PAUD with non-formal (TPA) being left behind. TPAs are the least common of all pre-school arrangements in the literature but likely the most common run informally in private homes.

- TPAs are the most difficult of all PAUD to meet conditions of quality standards set by policy, which explains why so few even attempt to register, never mind become accredited.

*National policies are actually quite simple. But with decentralization, each province and district adds their own policies and laws to the national PAUD laws, making it impossible to fully understand all relevant policies – AND they change yearly!*

–Ibu Wujjati (PAUDNI MOEC, Surabaya, 2016)

*Village officials report that non-formal PAUD (TPA, KB) is available in less than 50 percent of villages nationwide. About 30 percent of children aged 3 to 5 years live in a village without any non-formal PAUD (TPA, KB)*

–Bappenas (2015:13)

The difficulty with analysing policy on TPA is that laws and policies lump formal and non-formal PAUD centres as simply PAUD. Meanwhile, the non-formal providers are pretty much ignored in practice because of the Indonesian government's effort to make formal PAUD compulsory by 2017. TPAs are the smallest in number compared to other types of recognized PAUD (see Fig. 1, Annex 1) with the least number of mentions within the literature<sup>20</sup>. TPAs are mainly unaccredited<sup>21</sup> which means they receive little central budgeting and are not generally monitored. However, that in no way means they do not exist. In fact, we found much word of mouth information about informal TPA "*Perorangan*", or TPAs run by an individual in her home. Thus, the majority of information here regarding TPA and how they are developing comes from interpersonal communication, field interviews and observations, and academic journals. None of the World Bank evaluations of their massive PNPM and current pre-school support programs deals with TPAs (Bappenas, 2015; Hasan, 2013).

<sup>20</sup> In a recent meeting on PAUD strategy and development April 2016, none of the presentations focus on TPA or other non-formal PAUD. <http://www.paud-dikmas.kemdikbud.go.id/paparan/>

<sup>21</sup> Of the over 8000 TPAs identified on BAN PAUD website, only 124 have been accredited. See <http://web.banpnf.or.id/>

The goal of Indonesia's early childhood education program is to improve the capacity of children (from birth to 6 years of age) to develop and learn. It is also expected to create a better-informed and capable workforce; a more moral and pious people; and accomplish gender equity (Denboba, 2015; Hasan, 2013; Nadeau, 2011; Yulealawati, 2016). In order to reach a fraction of these goals, services must be of high quality and the providers need to be held accountable for such quality. Regulatory frameworks are in place but remain a huge challenge. These challenges are well noted for formal services but are fairly ignored in non-formal services and non-existent for informal (home-based) services. The sections below break down the fundamental policies and laws as well as the good practice regarding the establishments, operations and managements of daycare in Indonesia.

### 3.1. LAW AND POLICIES ON WOMEN IN THE WORKPLACE

*Employers hire female workers on temporary contracts because they can, and because it is*

#### Key Laws and Challenges Guiding Other Institutions

- Workforce Law 82/2003 allows 3 month pregnancy leave for all female workers
- Workforce Law 153/2003 forbids employers from discriminating against women based on age or status; Employers are forbidden from firing women because of pregnancy, birth or miscarriage.
- No laws require employers to provide childcare services.

*instructive of a widely held view that women will be absent more frequently as a result of motherhood, incurring greater cost to the employer.*

- The Jakarta Globe (July 25, 2013)

*It is a fact that women are often dismissed from their jobs when they get married or become pregnant.*

- Muhaimin Iskandar (Manpower and Transmigration Minister<sup>22</sup>)

With the various programs currently pushing toward making PAUD available throughout the country, less than 3% are government run. The vast majority are private and for profit or NGO and community managed (see figure 1 in Annex 1)<sup>23</sup>. This generally means that they do not fall fully under the government stipulations for quality or standards, since monitoring and regulating are weak at best. The community-driven approaches, such as those used through PNPM and further described in section 1.1 above by PESADA, require much more investment in time by skilled facilitators. While they do not produce quick results, the outcomes are generally more holistic and sustainable (ADB 2013:xii<sup>24</sup> since they are not dependent on international donor cycles and trends.

Formal employers are not generally encouraged to provide daycare and most will hire reproductive aged women only if they are not married and hence no threat of becoming

<sup>22</sup> <http://jakartaglobe.beritasatu.com/news/rights-of-female-workers-must-be-protected-minister/>

<sup>23</sup> 97.79% of PAUD centres are private; whereas government institutions make up only 2.21% of total centres.

<sup>24</sup> TPA Aisyiyah Nuraini founders explained how they took years to socialize their TPA but since 1996 they have been completely independent of government or donor funding, which Bu Kis explained was the key to survival. See case study 1.

pregnant. Virginity tests are not unheard of for factory hiring<sup>25</sup>. While the law states that employers are required to pay 100% of prior earnings for 6 weeks of maternity leave, the law only applies to less than a third of employed women, and in practice, not all workers who are entitled to this benefit receive it<sup>26</sup>. Additionally, Indonesia is one of the few countries in which maternity benefits are funded by employers rather than social security insurance, and paid time-off is not offered during nursing breaks. This discourages employers from hiring women of childbearing age. There are also limited leave provisions for working fathers, as companies are only required to provide a few days of paternity leave (ADB 2016).

Following childbirth, research shows that women tend to find it more difficult to enter the labour force. "They are less likely to be hired in the labour industry because they are seen as vulnerable."<sup>27</sup> Most of the women earning a living in blue-collar employment do so in the informal sector or as migrant workers. Female-led enterprises are often smaller, more unstable and less capitalized than businesses run by men because women have less access to the credit and resources on which growth is predicated. Women in Indonesia continue to earn less than men for similar work in all sectors, but, according to the World Bank, the pay gap in the labour industry here is one of the largest in the East Asia and Pacific region. This is in part, due to the regrettable but no less common practice of hiring women as temporary employees, regardless of whether that accurately reflects their work situation (Jakarta Globe, 25 July 2013).

## GOOD PRACTICES IN DAYCARE PROVISION AND MOTHERS' LABOUR

- Laws exist to support mothers in the workforce. They need enforcement and advocacy campaigns to identify and charge employers that only hire unmarried women or those of non-reproductive age.
- Corporate Social Responsibility (CSR) should be used to encourage large employers to support their female staff through daycare opportunities. Examples here: <http://www.astra-agro.co.id/index.php/en/social-responsibility-as>.
- Providing simple breastfeeding arrangements is beneficial for employers as well, since it is likely to impact the level of retention of experienced workers who otherwise might decide to leave work due to their conflicting family responsibilities. Breastfeeding arrangements/opportunities are also simple and largely affordable for most employers even in small and informal enterprises. This involves allowing mothers extra time and space to bring their babies to work to feed (if it is in a safe environment) or express the milk and store it in a bottle for the infant's next feeding after they return home at the end of the day. Where no refrigeration is available, TPA Kasih Ibu (Sidikalang) uses breast milk stored in a thermos provided by mothers every morning when they drop off their children.
- Mobile Crèches model from India provides daycare centres in agreement with the employer at construction sites (or harvesting sites, or road building, or markets, or factories). The builder (or other management) then provides accommodation,

<sup>25</sup> <https://www.hrw.org/news/2015/05/13/indonesia-military-imposing-virginity-tests>; <http://www.kalyanamitra.or.id/2013/08/komnas-perempuan-tes-keperawanan-bertentangan-dengan-konstitusi-dan-menghambat-upaya-penghapusan-kekerasan-terhadap-perempuan/>; <http://www.justassociates.org/en/blog/getting-facts-straight-indonesias-virginity-tests-young-women>

<sup>26</sup> Aceh just passed a 6 month maternity leave law as well as 2 week paternity leave <http://netralitas.com/kesehatan/read/8869/yenni-pns-pertama-cuti-hamil-6-bulan>

<sup>27</sup> <http://jakartaglobe.beritasatu.com/news/indonesias-working-women-struggle-to-succeed/>

electricity and water and the crèche only lasts as long as construction on the site. Financing comes from construction contractors, local grants, foreign donors and private fund raising.

- Complementary services. The government-led National Rural Employment Guarantee Programme in India is an innovative approach to family-work balance that includes the provision of on-site crèches among other worksite facilities, such as medical aid, drinking water and shade. This has been seen as an essential pre-requisite to enable more women to participate in the programme, and an important innovation since many employment guarantee schemes tend to favour the participation of men for a variety of reasons.

## 3.2. CHILD PROTECTION REGULATIONS

### Key Laws Governing Early Childhood Development

- The GOI ratified the Convention on the Rights of the Child in 1990 through Presidential Decree No. 36/1990. Indonesia passed Law No. 23/2002 on Child Protection, which incorporates the provisions of the Convention.
- Child Protection Act No. 23/2002 Article 44 regarding free basic health care for poor children, birth registration, and legal protections and services
- Presidential Decree No. 60/2013, regarding the HI-ECD (Holistic Integrated-Early Childhood Development) mandates the fulfillment of the essential needs of young children: parenting, nutrition and health care, education and child protection.
- Law on Social Welfare No. 11/2009, regarding social protection, housing, and special needs services.

*"Every child is entitled to life, growth and development as well as protection from violence and discrimination"*

–Section 28B of the Indonesian Constitution

*"Every child is entitled to self-development through fulfilment of its basic needs."*

–Section 28C paragraph 2

The Education for All (EFA, from Dakar, 2000) National Plan of Action established ECED as a child rights agenda. The first goal of the EFA National Plan of Action is to increase child survival and child development and to encourage parents to recognize the importance of child development. These programs are fully recognised within Indonesia's ECED development plans.

Social protection policies and services support vulnerable children and children with special needs. Several programs provide services for vulnerable children, including the Social Block Grant for Child Welfare Agencies, PKSA Balita (Children-Welfare Program for children younger than five years of age) and TAS (Children-Welfare Program). The LKSA (Child Welfare Agency) gives block grants to government and community and private organizations to provide housing to orphans and vulnerable children, including through foster care.

In the context of child rights, young children have rights that the state and government are required to uphold through the regulations listed at the top of this section. Facilitation of ECED is a direct obligation of the state and indirectly the state also has an obligation to help

parents and the community to have the capacity to fulfil those child rights. However, due to Indonesia's extremely complex geography, these programs have limited reach among the neediest and the most isolated.

With the implementation of HI-ECD policy, regions can pick and choose how they adapt the policy; that is, how multi-sectoral and how far they want to go to encompass education, early stimulation, health, nutrition, parenting services, social and child protection in their PAUD service. Since each district can shape its own PAUD policy and how to fund it, most chose not to cover social protection, a sector that includes services for orphans and vulnerable children and financial transfers or income supports for vulnerable families. This could be reviewed at district levels to ensure it aids the area's most vulnerable children (see Denbabo, 2015: 73-76 on HI-ECD implementation policies for different districts).

Further, despite the various protection laws listed above, there is no explicit prohibition of corporal punishment in daycare. National Standards of Care for Child Welfare Institutions, adopted under Ministry of Social Affairs regulation 30/2011, state that corporal punishment should not be used but there is no prohibition in law. Children have limited protection under the Ministerial Regulation No. 6/2011 on Protection of Women and Child Victims of Violence<sup>28</sup>.

## GOOD PRACTICES: STANDARDS IN CHILD PROTECTION

- The centre must be safe, comfortable, meet the criteria for child health, in keeping with the child's developmental level, make good use of the surrounding potential and natural resources (MOEC No. 58/2009)
- Ensure all children are legally registered and support families to get a birth certificate where they do not have one (Child Protection Act 23/2002; and see <http://www.thejakartapost.com/academia/2016/08/12/reasons-to-care-about-your-birth-certificate.html>)
- Design a clear child protection policy and protocol that is shared with parents and addresses any abuse, health, or development problems in a sensitive, confidential manner<sup>29</sup>.
- Ensure children are given good, nutritious meals to make up for what they may not get at home.
- Encourage breastfeeding through facilities: refrigeration and sterile bottles; support women to pump milk and store it safely for the children in TPA care. Where no refrigeration is available, mothers can store breast milk in a thermos.
- Encourage access to maternal and child health care through collaborations with local health and nutrition services such as POSYANDU. Health cadres should schedule bimonthly visits to the TPA to check children's weight and development.
- Lobby for child protection supports that subsidise daycare to ensure all children can attend.

<sup>28</sup> <http://www.endcorporalpunishment.org/progress/country-reports/indonesia.html>

<sup>29</sup> Examples here: [www.leics.gov.uk/lhsexamplechildprotectionpolicy.doc](http://www.leics.gov.uk/lhsexamplechildprotectionpolicy.doc)

### 3.3. EARLY CHILDHOOD DEVELOPMENT POLICIES AND REGULATIONS<sup>30</sup>

#### Key Policies Governing PAUD

- National Education System Law No. 20/2003, Article 14 and 28 defines PAUD as preschool preparatory education
- 2010 - Strategic Plan and Grand Design of ECED Development 2011–25 issued by the new Directorate General of Early Childhood Education Formal and Nonformal (DirGen PAUDNI)
- Presidential Decree No. 60/2013, regarding the HI-ECD mandates the fulfillment of the essential needs of young children: parenting, nutrition and health care, education and child protection.
- Curriculum 2013 from MOEC for all PAUD services
- Ministerial Decree MOEC 137/2014 on National Standards for ECED intended to improve quality

Annex 2 has a full table of all policy milestones.

There is a strong legal framework for high quality PAUD. It begins with the National Education System Law No. 20/2003, Article 14, which defines PAUD as:

*"A development effort aimed at children from birth up to the age of six years accomplished by providing educational stimuli to help the growth and development of children physically and mentally in order to be ready to enter further education".*

Article 26 Paragraph 1 of that same law defines Non-formal Education as an education service held for citizens who require services that "substitute, address, and/or complement formal education". Article 1 Paragraph 13 states that Informal Education is "the path of family and environmental-based education". In short, the non-formal designation gives the impression that this TPA stream is less crucial, but with the option of being far more flexible and creative in its delivery; informal is even more so and aligns with the TPA *Perorangan* (individual-independent) type. This creative flexibility adds strengths and weaknesses to TPA delivery. The law also helps explain why so many wrongly interpret the purpose of PAUD (formal, non-formal and informal) as an additional opportunity to educate very young children in reading, writing, numeracy, and koranic studies "in order to be ready to enter further education".

The reorganization of MOEC to bring both formal and non-formal PAUD into the same structure has facilitated the consolidation of a unified holistic child development approach to PAUD. This approach (as described in MOEC 36/2010) is consistent with the vision of the National Strategy on HI-ECD (Holistic Integrated-Early Childhood Development).

<sup>30</sup> See Annex 2 for a table of Policy milestones.

Figure 4. TPA “Kasih Bunda”, Salak Village, Pakpak Bharat



To reach this vision, in 2014, the government released a new early childhood curriculum called 'Kurikulum 2013'<sup>31</sup> (MOEC 2014). The new curriculum is more comprehensive and detailed. More significantly, it removes the terms 'formal and non-formal' and instead focuses on age groupings as in the MOEC Roadmap (2016). According to the new curriculum, there are

three types of early childhood educational services: (1) Daycare and *Satuan PAUD Sejenis* (SPS) for children aged 0 to 6, (2) Play group for children aged 2 to 4; and (3) Kindergarten for children aged 4 to 6. The 'formal and non-formal' removal brings a new optimism that all types of early childhood educational services are now equally looked after (Raharjo, 2016:9).

In addition to the policy changes aimed at achieving HI-ECD for all preschool streams, standards have been established by MOEC via Law No. 137/2014 which include: (1) Standards for level of achievement in child development; (2) Standards for content; (3) Standards in Process; (4) Standard assessment; (5) Standards for teachers and education personnel; (6) Standards for facilities and Infrastructure; (7) Management standards and (8) Financing standards.

Overall, however, the emphasis in practice remains firmly on formal PAUD. Raharjo (2016; and see also Utama 2015; Malinton 2013) reports that TPAs are viewed as poor quality baby-sitting services with unqualified teachers, poor conditions, and no lesson plans.

### 3.4. GOVERNANCE ARRANGEMENTS

#### Key laws, points and challenges

- Presidential Regulation No. 20/2013 on Holistic Integrated Early Childhood Development (HI-ECD) provides guidelines for coordination and broad integrated service.
- MOEC Roadmap provides direction for implementing HI-ECD but not for TPAs
- MOEC Decree 84 and 146/2014 stipulates that all PAUD must adhere to the standard laws, the age regulations in STPPA (Child Development Standard Achievement Rate) and the Curriculum 2013.

Governance is the system or process by which organisations are directed, controlled and held accountable to ensure that the right decisions are made. Education and care services should recognise the importance of having a framework of rules, relationships, systems and

<sup>31</sup> Access it here <http://fauziep.com/unduh-modul-dan-pedoman-struktur-kurikulum-2013-paud/>



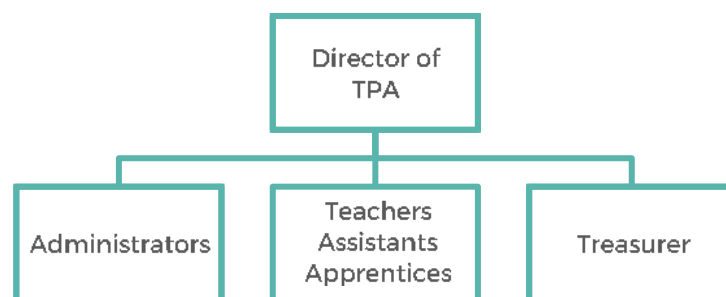
processes within and by which authority is exercised and controlled in the organisation. Good governance and management are essential to the provision of quality education and care in a responsible manner. However, officially and unofficially, flexibility and deviance from the 'standard' of management is more a norm than a goal. Nationally and locally, the system of governance and conditions for the opening of a TPA, registering and accrediting it, are far too complicated to be followed with many reporting to us that it is just not worth the trouble. Good governance, then, is up to the staff, parents, and owners of the TPA.

At the national level, Presidential Regulation No. 20/2013 on Holistic Integrated Early Childhood Development (HI-ECD) is meant to provide a strong foundation for improved implementation and co-ordination. This multiagency task force facilitates co-ordination in implementing HI-ECD. The Task Force is chaired by the Coordinating Ministry for People's Welfare (*Kemenkokesra*) and jointly co-chaired by the National Planning Agency (Bappenas) and the Ministry of Home Affairs. The membership comprises eight ministries including Ministry of Education and Culture (MOEC) and Ministry of Religious Affairs (MORA). How governance at the national level impacts the local is unclear, since all local governments add their own regulations too.

BAPPEDA (district planning and development agency) is the lead coordination body for PAUD policy at district levels. The district education office, district health office, district social affairs, family planning and women's empowerment agency, district community empowerment and village governance, district religious affairs office, PAUD teacher associations (if any), and civil society organizations implement these policies – with or without coordination. It is not fully clear whether BAPPEDA has the resources and authority to fulfil its mandate as the PAUD leader and coordination body (Denboba 2015:75).

In actual design, the structure of a TPA is suggested to look like this:

**Figure 5. The Structure of a TPA**



Source: MOEC, 2016

Only one of the TPAs we visited had administrators or treasurers, and only TPA Aisyiyah Nuraini in Jogja had apprentices. Although following the PESADA model (above), a Board of Directors above the director would ensure a stronger community element.

Decrees 84 and 137/2014 cover the management and delivery of TPA. It states the TPA must conform to the standards published with reference to the development, implementation, and evaluation of the early childhood curriculum. The Child Development Standard Achievement Rate (STPPA or Standar Tingkat Pencapaian Perkembangan Anak) is part of the 2013 Curriculum. It describes the criteria of achievement in child development that includes religion and moral values, physical skills, cognitive skills, language, social-emotional

development, and art (MOEC 2015:7). Unfortunately, documentation lists these categories, but none provide actual guidance for how to achieve them. Far too much responsibility is placed on each TPA to figure out their own activities<sup>32</sup>.

The MOEC (2013; 2015:50-52) handbook on TPAs provides the following guidance on managing a TPA:

## PROGRAM IMPLEMENTATION

1. TPA management is based on community management, meaning that local people are not just users of the service but also the source and facilitator.

### Worst-case scenarios

Mothers at Sidikalang-based, Kasih Ibu TPA described alternative choices for daycare. Prior to Kasih Ibu, and historically, the only choice beside extended family was with a person who took in young children and babies in her home. They reported how some of these 'TPA Perorangan' had 20 plus children and just 1 person looking after them. Women insisted that in some of these TPA babies were drugged to make them easier to manage.

2. An accredited TPA is advised to perform auditing to ensure transparency and quality assurance.

The above section shows us several important factors in creating a TPA. The MOEC expects them to be community-run, as opposed to government or institutional and for profit, and that the non-accredited TPAs are not required to perform audits. Both raise major concerns. The first places all responsibility for meeting the pre-school service upon communities themselves, including all the financial issues and

especially the dependence on volunteer women's labour. Further, with so few TPAs being accredited, the standards of the rest, many of which can be terrifyingly poor, are left up to their own devices. The 'worst-case scenario' described in the box (TPA perorangan) is not illegal, despite going against many of the regulations for safety and quality.

The TPA manual (MOEC 2013 and 2015) provides the following technical guidelines under governance<sup>33</sup>:

## ADMINISTRATIVE MANAGEMENT

A well-managed TPA can be seen from the management of services, staffing, finance and in orderly and organized learning activities.

- 1) Institutional Administration includes:
  - a) Vision, Mission, and Goals prepared by the board and owners of the foundation<sup>34</sup>.
  - b) The management structure (see structure above)

<sup>32</sup> One TPA visited in Sidoarjo has refused to cooperate with government or follow the guidelines because they chose the path of the 'true religion', which bans Muslims from hearing or playing music or singing, singing being an important part of the 2013 curriculum. Instead, their goal is to teach children to memorize the Koran by the time they start SD (Pak Jos, personal communication, 2016).

<sup>33</sup> Although more thorough sets of documents and guidelines are available here: <http://paudjateng.xahzgs.com/2015/08/buku-administrasi-paud-tk-kb-tpa-sps.html> and <http://paudjateng.xahzgs.com/search/label/Cara%20Mendirikan%20PAUD> and <http://paudjateng.xahzgs.com/search/label/Administrasi%20PAUD%20Lengkap>

<sup>34</sup> Examples are easily found: <http://www.smallstepsbigstrides.com/about-us/mission/>; <http://protectmydaycare.com/wordpress/child-care-insurance/mission-statement-for-a-child-care-center/>; <http://childrens-center.williams.edu/mission-and-vision/>

- c) Registration: Licensed Establishment from authorities; the Deed of Ownership / Partnership Deed / Permits for the use of buildings; Operational License, etc. (links to forms for registering a TPA are provided in accreditation below)

Permissions from village head (here: <http://paudjateng.xahzgs.com/2015/09/surat-izin-lingkungan-pendirian-tk-kb.html>)

## 2) Workforce Administration

Workforce administration includes:

- a) Data for teachers: name, place / date of birth, address, gender, education, starting duty, on duty in any group, and the training received.
- b) Educational personnel data: name, place / date of birth, address, sex, education, came on duty, and training received.
- c) Data other officers if any.

## ADMINISTRATION OF LEARNERS

- a) Registration Book: learners name, place and date of birth, address, birth order, parents' names, parents job, date of entry. (MOEC 2015: Annex 2)
- b) Development Book: notes the learners' development/book report cards.
- c) Health Book: record each learner's health status/KMS (MOEC 2015: Attachment 9)
- d) Liaison Book (MOEC 2015: Appendix 7)

Monitoring, accreditation and staffing are described in separate sections below.

## BEST PRACTICES FOR GOVERNANCE

Conduct all affairs legally, ethically and with integrity (despite conflicts and problems arising through registration or changes in local policies, village heads, etc.)

- Identify organisational risks and legal obligations and manage these through policies and relevant processes in a highly transparent and clean manor – ideally through the Board of Directors.
- Ensure that mechanisms are in place for fair and transparent governance. One way to do this would be for regular evaluation meetings with parents and community leaders, both of which should be represented on a Board of Directors (despite such a Board not being recommended in the TPA guidebook)
- In carrying out its responsibilities, the TPA should undertake to maximise the value and contribution of the organisation to the community, and to serve the interests of the organisation's members, employees and families and children using the service. In serving these interests there is an implicit understanding that the rights of the child are paramount in all decision making.

## 3.5. ACCREDITATION

### Key Policies and Laws

- MOEC RI No. 84/2014 on the rules for the Establishment of a PAUD centre
- MOEC RI No. 52/2009 on the establishment of the Accreditation Board for Nonformal Education (BAN PNF)
- Ministerial Decree 13/2015, Article 1 Paragraph 32: BAN PNF is the independent evaluation body which sets accreditation for a program's eligibility and/or units with reference to the National Education Standards

MOEC Regulation No. 52/2009 on accreditation established the National Accreditation Board for Non-formal Education (BAN PNF) has an accreditation instrument for non-formal centres. Accreditation renewal occurs every three years, at which point announced inspections are conducted.

Of the 8,724 TPA registered with the Accreditation Board for Non-formal PAUD, 124 are listed as fully accredited<sup>35</sup>. Actual numbers of TPAs in existence are unknown. The director of PAUD NF in Dairi district, North Sumatra, was only aware of 1 TPA in his entire jurisdiction. This one was familiar because it was on the property of a GOI training centre<sup>36</sup>. He had no idea of others and insisted it is the responsibility of TPA managers to come and make their organization known to him. The research team visited 5 TPAs in the area and heard of several others run 'perorangan' or by individuals in their homes. Such miscommunication between national, provincial and regional authorities is the norm – making accreditation extremely difficult. An online database of all PAUDs exists (*Data Pokok Pendidikan* (DAPODIK) PAUD-DIKMAS) but registration recently changed so that this is only used for formal PAUD, not informal<sup>37</sup>.

There are established registration and accreditation procedures for PAUD facilities. Both formal and non-formal centres are required to be accredited, but as can be seen, the vast majority do not do so, because, as TPA managers state, "There is nothing to be gained from it and much to lose in terms of time and effort".

The regulation MOEC No. 84/2014 on the Establishment of a non-formal PAUD centre describes the registration process<sup>38</sup>:

- 1) Apply for accreditation to BAN PAUD NF in each province
- 2) Have Notarised Deed of Establishment of Leaders Agency/Organization/ Institution authorized on it
  - a) Photocopy of identity card of director/founder.
  - b) The certificate of domicile of the village chief / headman.
  - c) The composition of the board and the details of mission/vision.

<sup>35</sup> <http://www.banpnf.or.id/direktori/akreditasi/direktoriakreditasi.php>

<sup>36</sup> Unit Pelaksana Teknis Dinas Pendidikan Sanggar Kegiatan Belajar (UPTD SKB) is part of the GOI structure that still combines nonformal PAUD with any other nonformal education, such as adult literacy, equivalency programs, and any other educational programs outside of formal education.

<sup>37</sup> <http://fauziep.com/harga-mati-ptk-paudni-tidak-pakai-nuptk-tapi-niptk/>

<sup>38</sup> Accreditation forms available here: <http://web.banpnf.or.id/index.php/banpnf-download/finish/12-instrumen-akreditasi-banpnf-tahun-2014/180-instrumen-akreditasi-paud-ban-pnf-2014>

## THE TECHNICAL REQUIREMENTS OF THE ESTABLISHMENT OF THE DAYCARE CONSISTS OF:

- 1) The results of a feasibility assessment, include:
  - a) Document property, rental or leasing of land and buildings to be used for the implementation of legitimate daycare in the name of the founder
  - b) If the founder is a legal entity, attach a notarised photocopy and the determination letter in the form of legal entities, foundations, associations, or other entities, kind of ministry, the field of law in the name of the founder or co-founder of the parent organization accompanied by a written decision that indicates a link with the parent organization
  - c) Data on estimated funding for the continuity of the daycare establishment at least for one (1) year of learning.
- 2) Implementation plan on the achievement of standards for 5 years, in accordance with Regulation MOEC RI No. 137/2014 on National Standards in ECED.

## THE TPA INSTITUTIONAL LICENSING PROCEDURES ARE AS FOLLOWS:

- 1) Each institution is obliged to register with the MOEC PAUDNI Non-Formal in the region. TPAs already registered can provide services to children according to regulations.
- 2) Institutions that meet the requirements can apply to obtain operating permits. Operational license is governed by the local area.
- 3) The daycare has had a permanent program and education in accordance with the provisions in the Standard for ECED institutions entitled to apply for Non-Formal accreditation.

Only 4% of TPA centres are accredited or of measured quality standards, while the remaining 96% are not. Levels of standards are obviously very diverse<sup>39</sup>.

<sup>39</sup> The system for measuring standard indicators is available here: <http://web.banpnf.or.id/index.php/banpnf-download/finish/66-rubrik-penilaian-akreditasi-ban-pnf-2015/674-rubrik-penilaian-akreditasi-paud>

## 3.6. MINIMUM SERVICE STANDARDS

### Policies on Service Standards

- MOEC Regulation No. 58/2009 on Early Childhood Education Standards
- The Ministry of Public Works, Directorate General of Building issues construction standards and permits applicable to all buildings in the country. There are no construction standards specific to daycare centres.

*The year 2016 marks the starting point to achieve Sustainable Development Goals 4, which is quality education. The targets encapsulated in SDG 4 are better known as Education Agenda 2030. The Agenda has a vision of humanity in building a sustainable and quality education to fulfil human rights, justice, and dignity based on cultural diversity, and mutual responsibility and accountability in realizing peace and sustainable development.*

–Ella Yulaelawati, M.A., Ph.D (Director of Early Childhood Education Development)<sup>40</sup>

*The best metric of child poverty may have to do not with income but with how often a child is spoken and read to*  
–Kristof (2016<sup>41</sup>)

Quality is always the catchword wherever the positive impacts of ECED are described: *Quality* ECED can produce the desired impacts on national development. But does quality in an Indonesian context mean the same as quality in the international literature? With no enforceable laws governing TPAs, it is up to designers and directors to define what minimum service standards really are.

MOEC 58/2009 describes national standards, but without adequate funding, staff, or monitoring, very few TPA meet them; neither are they licensed and accredited. Only 30% of educators for formal PAUD meet the required S1 qualifications, TPA far less. Hidayat (nd) describes as “highly concerning” the fact that PAUDs in Wonosari are staffed by local PKK women who volunteer their service, but have no training at all. Depending on volunteer women’s labour is not in the best or sustainable interest for a TPA model.

Under MOEC Law No. 58/2009 on Early Childhood Education Standards, PAUD centres must have at least 3 meters square of interior space per child. Centres must also have hygienic toilet facilities (although it is unclear what that means). Daycare centres must have areas for sleeping, eating, and bathing, but none of these are defined. Educational toys should be available, as well as appropriate indoor and outdoor play spaces. To obtain an operational permit, centres must provide toilets, a water supply, sanitation systems, and washbasins (Denboba, 2015:36). Daily schedules for TPAs always include toilet training. Should the TPA provide diapers? How are these environmentally unfriendly items disposed of? In one centre, mothers objected to babies wearing diapers as the TPA staff could avoid cleaning the child until they wanted to, not when the child required it (FGD, mothers, 2016, TPA Ibu Kasih, Sidikalang).

<sup>40</sup> <http://paud.kemdikbud.go.id/wp-content/uploads/2016/04/07.-Remarks-on-Current-Situation-of-ECCE-in-Indonesia.pdf>

<sup>41</sup> <http://www.nytimes.com/2016/06/02/opinion/building-childrens-brains.html?r=0>

Table 2. Standard Ratio of Caregivers to Children

Standard Ratio of Caregivers to Children
§ birth – 1 year at 1 caregiver: 4 babies
§ 1 - 2 years at 1 : 6
§ 2 - 3 years at 1 : 8
§ 3 - 4 years at 1 : 10
§ 4 - 5 years at 1 : 12
§ 5 - 6 years at 1 : 15
Source: <i>Rubrik Penilaian Akreditasi Pendidikan Anak Usia Dini</i> / BAN PAUD dan PNF

The child-to-teacher ratio standards are roughly in line with those in many Organisation for Economic Co-operation and Development countries (Denboba, 2015:36). Although from a web search, it is easy to see that the expensive TPAs have more caregivers per child ratio while the less expensive ones take in as many children as they can.

Daycare centres must be open for a minimum number of hours according to Indonesian standards. For children younger than 24 months old, centres should provide 120 minutes of educational lessons per week. Children between 2 and 4 years old should be able to attend 360 minutes per week. For 4 to 6 year olds, in non-formal TPAs, they require 540 minutes of educational lessons per week, whereas in formal TKs, the same age group should receive 900 minutes per week (BAN PAUD, nd<sup>42</sup>).

Table 3. Example of TPA Schedule

08.00–08.30	Arrive
08.30–09.00	Free play I
09.00–09.15	Movement and song
09.15–10.00	Lessons I
10.00–10.30	Snack – Toilet training
10.30–10.45	Free play II
10.45–11.30	Lessons II
11.30–12.00	Lunch
12.00–12.30	Brush teeth and change clothes

<sup>42</sup> Thus yet again we find major discrepancies in PAUD formal and nonformal models despite regulations stating the differences should be age groupings, not formal/nonformal.

12.30–14.00	Nap
14.00 –15.30	Free play and bathe
15.30 –16.00	Depart

Curriculum needs to be in line with national standards. Schedules need to be prepared for daily, weekly, monthly and yearly goals. A typical day would look like this (see table 3 and search key words 'jadwal TPA' for many examples). The longer-term schedules need to show progressive achievements. These should be theme based and appropriate for the age of the child<sup>43</sup>.

Early child development is broken down into these five standard categories through activities developed through use of materials, tools and games. Specific examples can be found but much is dependent on the initiative of the staff and managers. Further, in economically difficult areas, many of the play materials can be made by local residents or provided by local PAUDNI offices.

The curriculum plan must adhere to the following age appropriate topics<sup>44</sup>:

a) Religious values and morality

- 1) Learn to pray.
- 2) Believe in the creation of God.

Examples: Morality through encouraging patience, sharing, being considerate of others and differences.

b) Fine motor skills development

- 1) Develop senses, basic body movements, grasping
- 2) Manipulating skills using objects and tools

Examples: puzzles, crayons for colouring, paper, crepe paper, spoons and coloured yarn, clay, ball and hoop, singing and dancing/clapping hands, making noise.

c) Cognitive Development / Intelligence

- 1) Stimulate and encourage active engagement
- 2) Develop age-appropriate curiosity, sense of self

Examples: all of the above and encourage personal creativity, discussion

d) Language development (regional and national language)

- 1) Read stories to children
- 2) Sing and interpret lyrics
- 3) Explore environment (indoor and outdoor)

Examples: read but ask children to complete sentences, expand on the story, ask questions. Invite local residents to tell local language stories, legends, etc. or recite

<sup>43</sup> See examples here: <http://staff.uny.ac.id/sites/default/files/pengabdian/martha-christianti-mpd/penyusunan-program-kegiatan-tahunan-bulanan-mingguan-skb-salma.pdf>; and <http://paudjateng.xahzgs.com/2015/04/contoh-program-harian-rkh-rph-paud-kurikulum-2013.html>

<sup>44</sup> Based on Kurikulum 2013, <http://paudjateng.xahzgs.com/2016/01/juknis-tpa-taman-penitipan-anak-terbaru.html>; <http://staff.uny.ac.id/sites/default/files/penelitian/Rochmat%20Wahab,%20M.Pd.,MA.%20Dr.%20,%20Prof.%20MENDESAIN%20KURIKULUM%20TKA.pdf>



local poetry, as in Javanese *macapat* (before the knowledge or linguistic form is lost). These are what the MOEC refers to as “*character building* carried out through comics and songs, fairy tales, folklore, books based on mother tongue<sup>45</sup>”.

e) Social/Emotional development

- 1) Use a variety of games that encourage the growth of social skills
- 2) Create simple assignments that encourage responsibility.

Examples: all of the above with teamwork and collaboration, sharing

Additions: Health monitoring

- The TPA should actively monitor the health of children, including preventive care, and supplementary feeding.

Examples: collaboration with local Posyandu

Additions: Environmental protection

- 1) Start young to show children the wonders of nature, plant life, growing your own food and protecting the soil through composting/organic means.
- 2) Protect the environment through reducing, reusing and recycling<sup>46</sup>

Examples: maintain a kitchen garden where children can learn, plant, maintain, harvest and even prepare their own foods. Request elderly residents take children on a ‘tour’ of the area to point out edible and non-edible plants (before such knowledge is lost).

The technical aspects provided above are all relatively simple to do given the creativity of management and community support. However, taking lessons from PESADA, the local aspects of language and culture that motivated their initial TPAs were all lost once the TPAs became independent. Urban-based parents preferred the ‘old ways’ of structure and what is locally called “*calistung*” (*baca, tulis, hitung*, means: read, write, and math) or the “3R”. Preparation for SD is bound to win over encouraging a local flavour, individuality or creativity. Rural TPAs were far more flexible – likely because of the lack of qualifications of the staff and the lack of concern/competition among parents for their children to be brilliant. These so-called setbacks could and should be used to great advantage.

Rural, underserved regions, where childcare services are most needed, remain the most problematic because of the costs, the distances required, and the lack of awareness regarding the benefits of early childhood stimulation. The World Bank midterm project evaluation revealed that the majority (90 per cent) of the services offered in rural villages were formal, centre-based TK with satellite playgroups (KB) for children between the ages of three to six. The outreach services (more suited for younger children) could not be fully implemented, “since all the trained teachers were fully occupied with the 3- to 6-year-old children”<sup>47</sup> (Sayre et al 2015:30). Clearly, there should be no shortage of young or old people willing to begin a career as a teacher/tutor if they were assured of stable work, the opportunity to develop and a decent income.

<sup>45</sup> <http://paud.kemdikbud.go.id/wp-content/uploads/2016/04/07.-Remarks-on-Current-Situation-of-ECCE-in-Indonesia.pdf>

<sup>46</sup> Examples: [http://www.kompasiana.com/galuhseptianingrum/belajar-di-sanggar-anak-alam-nitiprayan-sungguh-menyenangkan\\_54f39e72745513a22b6c7a69](http://www.kompasiana.com/galuhseptianingrum/belajar-di-sanggar-anak-alam-nitiprayan-sungguh-menyenangkan_54f39e72745513a22b6c7a69)

<sup>47</sup> The same WB study also stated that local government capacity and commitment is essential, even if this means that some of the neediest districts are ultimately excluded from a community- driven project (Sayre 2015:41).

### 3.7. STAFF QUALIFICATIONS AND EMPLOYMENT

By law (MOEC No. 5/2012) teaching staff at all PAUD need to be certified and hold an S1

#### Key Policies on Monitoring and Accountability

- MOEC Ministerial Decree No. 58/2009 and 63/2009 (revised as Ministerial Decree 137/2014) outlines standards for formal and nonformal PAUD (STPPA)
- Ministry of Administrative and Bureaucratic Reform (MOABR) Ministerial Decree /RB/No. 14/2010 – provides penilik (supervisor) power to monitor non-formal PAUD

degree in early childhood education. In our field visits outside of Jogja's TPA Aisyiyah, which is a training centre for PAUD teachers, few of the women we met had these qualifications. Many, such as Ramida, the Director of PESADA, thought the university degree more of a hindrance than a help. Of all the 6 TPA founded in Dairi or Pakpak Bharat by PESADA, none of the staff would have met such qualifications. With such low pay on offer, none would have stayed. TPA staff cannot be called 'teachers' as they do not meet the requirements set out in the teacher's law (i.e., they must be university graduates). TPA tutors are expected to have at least a Diploma and to have completed training in PAUD.

Officially, TPA teachers require an academic qualification: Diploma four (D-IV) or Bachelor (S1) in the field of early childhood education, relevant education, or psychology obtained from an accredited program, or hold a professional education certificate (PPC) in ECED from an accredited college. TPA teachers must also have the following competences:

- 1) Pedagogical Competency;
- 2) Competent Personality;
- 3) Professional Competence;
- 4) Social Competence (MOEC, 2015:39)

#### TPA caregiver qualifications:

(As listed in Law 137/2014 and in TPA Manual 2015)

- Have minimum academic qualifications- high school equivalency;
- Trained in early childhood education;
- Understand and love children;
- Understand the stages of child development;
- Understand the principles of early childhood education;
- Have the ability to manage (plan, implement, evaluate, create reports) activities/processes in early childhood learning;
- Appointed legally by KB and TPA business;

It is unclear, however, how these various competencies would be tested. According to the MOEC Decree No. 11/2015, the PAUD Directorate does not have responsibility for quality assurance relating to PAUD educators and education personnel (Cutama, 2015).

Assistant teachers require a high school diploma (SMA) and have a certificate in training/education in early childhood level caretakers from a competent institution recognized by the government. This can also be training in special care or an apprenticeship program such as that offered in PAUD Aisyiyah Nur'aini in Jogja.

MOEC Ministerial Decree No. 5/2012 on Teacher's Certification is a process aiming for professionalism and competency. Beginning with a competency pre-test (*Ujian Kompetensi Awal*), those who reach a set score could be certified after passing a portfolio assessment. Those who do not reach the score have to undergo training via lectures, workshops, peer teaching, and the competency test (MOEC, 2012<sup>48</sup>).

In the meantime, teacher's certification scheme only applies to teachers in formal PAUD settings (TK and RA). Teachers in non-formal programs are not called *guru* (Indonesian for teacher), but rather *tutor*. There is inconsistency in the policy level about who is *guru* and who is not. In the MOEC Ministerial decree No. 58/2009, teacher

applies to both teachers in formal and non-formal ECED. However, based on Law No. 14/2005 on Teacher and Tutor, teacher only applies to teachers in formal settings. This law precludes non-formal teachers from the teacher's certification scheme. The law seems to have dominance over the decree as PAUDNI staff and TPA directors all refer to their staff as tutors. The difference is significant. Tutors cannot receive as much incentive as formal teachers. However, non-formal PAUD tutors are also eligible for an incentive of IDR 150,000 (USD11) per month depending on the financial capacity of the local government in addition to their salary (which averaged IDR500,000/month<sup>49</sup>).

In terms of teaching, a recent study by Lenson-Botter (2016) found that the entire range of PAUDs they observed showed how the approach was what they called 'centre-based' and directly focused on the 3 R's (reading, writing and arithmetic). This reveals a very narrow understanding of children's cognitive development as it reflects a very traditional view of education as the imparting of knowledge, and not the development of the whole child within a social environment as described in the TPA Guide above. Children shout answers in unison in a highly controlled style of interaction – what we also witnessed in PAUDs in Sidik, North Sumatera. This lack of individuality or creativity is described as "not conducive to creative development, stimulation, or fun" but rather focused on didactic, passive reception of the 3rs and a song or two (Lensen-Botter 2016). This teacher-centred approach is in stark contrast to

### Tutors' tasks in the TPA

The official TPA guidebook describes the goals and hence the tasks of a teacher/tutor as follows (MOEC 2013:21-23):

- Oriented to the needs of the child;
- According to the development and the uniqueness of the child;
- Learning while playing, starting from the concrete to the abstract, movement to verbal, simple to the complex, the self into the social environment;
- Children as active learners;
- Children learn through a social environment;
- Environment supports children's learning process;
- Stimulation through in all aspects of development;
- Involve parents;
- Stimulating the emergence of children's creativity and innovation

See examples here:

<http://paudjateng.xahzgs.com/2016/02/cara-menjadi-guru-paud-pemula-profesional.html>

<sup>48</sup> And see more detail at <http://blogs.worldbank.org/eastasiapacific/id/pendidikan-anak-usia-dini-di-pedesaan-kunci-untuk-menghidupkan-potensi-indonesia>

<sup>49</sup> An important point to note here is that this salary, even with the bonus incentive, amounts to less than half of a normal minimal salary for these regions, and way less in more urban areas.

the “tutor’s tasks” in the box above. However, we did find many examples for child-centred teaching in the Jateng PAUD website<sup>50</sup>.

As with PAUD/TPA availability, teacher/tutor qualifications vary widely between regions with private, urban centres showing 100% of teachers with university qualifications to North-West Sumba where 97% of teachers have no qualifications (Botter, 2016:15). Nationally, 30% of all formal PAUD teachers hold the minimum D-4 qualifications<sup>51</sup>. MOEC and the World Bank’s Generasi program focus on teacher training, but with such a huge demand, these projects prioritize formal PAUD (TK), and even then, can have only limited reach. With such huge numbers in demand and so many under-qualified teachers (called tutors now), the Director General of Personnel wants teachers to self-finance their training (ibid.).

The ratio of teachers to students in TK (Formal) is quite good; on average the ratio is 15 students to 1 teacher in accordance with Government Regulation No. 17/2008, Article 17. Permanent teachers with qualifications reach an average of nearly 90%. Non-formal ECD conditions (KB, TPA, SPS) do not meet these basic regulations. The ratio of teacher to student is 1:23. The age of the children affects the tutor to child ratio and the number of hours per day of ‘learning’ as opposed to playing (MOEC, 2015: 13-14).

The government-constructed quality framework emphasizes teacher’s formal qualifications. Waluyo (2015) has found huge inconsistencies between what the GOI stipulates for qualifications and what is perceived in practice. Further, the quality and impact of the various training programs aimed at improving the qualifications, competencies, and overall quality of PAUD educators has not been evaluated (Bappenas 2015:147). This makes it difficult to assess the extent to which these activities contribute to better teacher competency and ultimately improved child development outcomes. However, there is a recognized need to improve the practical skills, rather than just the theoretical knowledge, of ECED educators. This will require professional development forums such as *magang* (apprenticeships) and *gugus* (cluster meeting) to reassess current learning materials and shift their focus away from the current emphasis on theory.

Tutors who were dedicated and performed well were not necessarily those who had an academic degree. Personal skills and commitment could be of more importance than a formal qualification. An affinity to children, acceptance by community, patience, and willingness to dedicate time seemed to be basic requirements of most caregivers. 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. There are innovative ways to train caregivers who do not have a formal education using local trainers, peer review, and internships to provide basic and continued professional development.<sup>52</sup>

## GOOD PRACTICES IN TEACHER EDUCATION

- Potential educators would be far more inclined to want to teach if more reasonable salaries were provided.
- Certification of teachers alone appears to be insufficient to improve education quality. The delivery of teaching – in other words, classroom and pedagogical skills – appear to

<sup>50</sup> <http://paudjateng.xahzgs.com/2015/11/penyusunan-kegiatan-harian-sop-paud.html>

<http://paudjateng.xahzgs.com/2016/02/cara-menjadi-guru-paud-pemula-profesional.html>

<sup>51</sup> MOEC recorded that 49% of 700,000 playgroup (KB) and kindergarten (TK) teachers are only SMA or SMP graduates. Only 23% of them are S-1 graduates, but most without the required psychology or ECED backgrounds (ACDP 2016).

<sup>52</sup> Pers. comm., Mbak Pipin, former director LSPPA (Lembaga Studi dan Pengembangan Perempuan dan Anak) 2016; Ibu Kis Rahayu, TPA AN Jogja, 2016

be more important. Teachers, therefore, need to be periodically re-certified and assessed in this area. One effect of teacher upgrading and certification has been to double teacher salaries and make the teaching profession more attractive to qualified candidates.

- Invest in teacher training so that your TPA can become a regional training centre emphasising the HI-ECD integrated approach. Local authorities and communities are often not aware of the importance of having ECD services that integrate psychosocial simulation and early learning with health, hygiene and nutrition interventions.
- Efforts to improve teacher quality should focus on teachers' comprehension of subject matter, re-certification, periodic assessment and training for pedagogical skills. Thus far, the emphasis has been on upgrading qualification rather than on competencies.
- Organise campaigns to attract eligible and qualified individuals to early childhood education. For example, in contexts where recruitment is difficult, retired primary school teachers might be encouraged to apply for re-training as early childhood teachers.
- In Singapore, explicit ways of engaging pre-service teachers and recruiting teachers have included inviting potential professional candidates to annual early childhood conferences and job fairs for the sector, as well as conducting recruitment campaigns to raise awareness of a career in early childhood education.
- In Brunei Darussalam, there are opportunities for volunteer teaching assistants for O- and A-level students (secondary school students) to gain experience and learn of teaching opportunities so as to encourage them to see teaching as a viable long-term career option.
- Malaysia offers early childhood education programmes in vocational colleges for students who have successfully completed lower secondary education (nine years of schooling) and relevant examinations, so that they can pursue further studies and receive a certificate (after two years of vocational training) or a diploma (additional two years of vocational training) to become an early childhood educator.
- In the Philippines, some tertiary institutions conduct career orientation and recruitment campaigns in secondary schools for education courses that include early childhood education. Meanwhile, the Ministry of Education in Viet Nam has launched a campaign to recruit teachers from the community level. This effort was an admirable start to the recruitment process; however, there is still low interest in the ECCE teaching profession owing to low salary prospects (UNESCO, 2016:7).



### 3.8. FINANCING ARRANGEMENTS

#### Key Points

- Law 6/2014 as Dana Desa law, and 23/2014 requires meetings on village planning and budgeting must involve community representatives including religious leaders, farmers, fishermen, women groups, and marginalized people
- Law 14/2015 and Presidential Decree 137/2015 require that PAUD is funded through BOP (Operational Costs for PAUD), which are distributed directly to each centre through their budget processes
- Law 23/2014 on educational budgeting still places most of the burden on users
- Indonesia lacks a strong policy to provide free pre-primary education. Currently pre-primary education is not compulsory.
- Households pay as much as 91% of the cost of child/daycare and preschool services, meaning it is far too expensive for poor households.

The financing model for PAUD, like everything else in the system, is complex. Parents' fees, women's volunteer service, and international donations (see fig. 13 and 14 in Annex 1 for breakdown of financing) have contributed to the expansion of PAUD, but this means poorer regions have fewer, if any, services. The TPA manual distributed by MOEC (2013 and 2015) suggests partnerships as a source of funding and provides a list of potential donors:

- Village government
- Mass organization (PKK, religious groups, GOPTKI, Forum PAUD);
- Professional organisation (HIMPAUDI, ICTKI, IGRA);
- Community leaders;
- Industry; etc.

(MOEC, 2015:520)

Currently, the largest source of funding for early childhood centres comes from parents. Village government on average provides 0.2%; district government provides 2.1%; and between provincial and central government, another 1% of costs of running a TPA are provided (Fig. 12 in Annex 1). The remaining costs came from permanent donations, community organizations, companies and others. But as our case studies reveal, lobbying government to fund a TPA is subject to the moods of leaders in rural regions (case study 2 TPA Arkemo), and industries willing to help sponsor a program are lacking – or rather the means of encouraging donations are weak.

According to the TPA manual (MOEC, 2015:53) the following TPA components need financing:

- 1) Incentives for Teachers and Education Personnel
- 2) Implementation of the learning program including means of learning, teaching materials, evaluation and other activities including consumables.
- 3) Procurement of learning and maintenance infrastructure and learning facilities.
- 4) Electricity, telephone, and/or water subscriptions.
- 5) Training programs for teachers to improve insight and skills.

The list is foreboding in that numbers 1, 2 and 5 are supposed to be covered by government funding. In reality, we know this is not yet the case. Plus, caregivers cannot be expected to

stay if they are not given a decent salary. All the TPAs visited for this research either owned the land and building themselves (TPA Tunas Lilin Midates in Salak, TPA Kasih Ibu in Sidikalang, TPA Islami “Aushaf Indonesia” in Sidoarjo) or had their facilities/building and grounds donated (PAUD Terpadu Aisyiyah Nuraini in Yogyakarta, TPA Arkemo in Tinada, PAUD Terpadu Mandiri in Dairi).

As recommended by PESADA also, the current financing methods demand that centres develop capacity for self-financing and public support for training, materials, and operational support. Rural centres that hope to support less financially stable families will need to seriously identify alternative means and donors. Overall, public investment at the point of delivery is heavily dependent on transfers from the national budget and the functioning of many centres is only possible through the contribution of voluntary labour on the part of caregivers. The allocation of funding to PAUD remains relatively low at some 1.2% of the education budget, compared with the international benchmark of 4-5% (OECD/ADB 2015:94). With formal PAUD support so low, TPAs remain far further behind.

### Dana Desa: Enhancing Village Autonomy

In 2014 the government issued Act No 6/2014 concerning budget allocation for each village, referred to as Dana Desa, or the Village Fund, under the Ministry of Rural Management PDTT. The village as the smallest unit of government that directly deals with people is entrusted to manage and decide on their own budget allocations amounting to US\$140,000 per village per year. The Village Law represents an enormous opportunity for villages to access resources for local development and poverty reduction efforts. Dana Desa, if invested effectively, can complement district government investments in basic services, thereby improving access and quality of basic health, education, and infrastructure for rural Indonesians. With the strong evidence attesting to the benefits of ECED for poor children in preparing them for further education, ECED is a strong candidate for funding by Dana Desa. But this will not happen without strong lobbying that will need to be renewed every year.

The national budget for formal education Law 23/2014 includes TK/RA/Formal PAUD along with other types of non-formal education where TPA and KB are lumped in with other educational needs such as adult literacy, women’s empowerment, high school equivalency, among others. Infrastructure for PAUD is taken over by Regional Special Allocation Funds (DAK), (ideally) Dana Desa, and (ideally) the community. That is only if local governments decide that PAUD services require this allocation. The latest regulations Number 14/2015 and Presidential Decree 137/2015 require that PAUD is funded through BOP53 (Operational Costs for PAUD), which are distributed directly to each centre through their budget processes – for those that are registered and fulfil the conditions. The changes in the Law 23/2014 enacted for 2017 are dramatic in that it specifically targets needy children to remove their preschool costs and it specifically mentions TPA as eligible<sup>54</sup>, whereas a year earlier, BOP was targeted toward formal PAUD only. The maximum amount is still nowhere near enough to cover operational costs. Nor is the money reliable with the process of application still very cumbersome and time-consuming with no assurances<sup>55</sup>. In all field visits TPA directors stated

<sup>53</sup> Available here: <http://paud.kemdikbud.go.id/resource/juknis/>

<sup>54</sup> How this funding is to be accessed, was never explained by MOEC and PAUDNI staff – none of who seemed to know.

<sup>55</sup> The latest info from Bu Ella is here: <http://cardiacku.blogspot.co.id/2015/11/syarat-penerima-dana-bop-paud-2016.html>

they were reluctant to apply as the process takes a long time (collecting signatures from various people) and the amount is way too low to warrant such effort<sup>56</sup>.

Meanwhile the Village Law (Dana Desa) No. 6/2014 was passed as an attempt at increased autonomy and aligning villages with the Community-Driven Development principles of the PNPM process of deliberation and consensus. If this fund is to be accessed for supporting PAUD Terpadu, the means of convincing local village leaders to pay for subsidised services will be different in each village. Further, the details of Dana Desa implementation do not specifically provide for the poorest households, which may mean strategies for securing funds will vary depending again on local politics. The framework of the Village Law gives power to the village head, who is responsible for informing villagers about governance implementation but without requiring a report to villagers on implementation of the Government Work Plan and the budget (Tim Nasional, 2015). Dana Desa funds will also require yearly review and application. In short, other methods may be easier.

The obligation to fulfil basic child rights to preschool education and care lies with the government, including empowering Non-State Actors to be able to be responsible for the fulfilment of the right to these services. By allowing this disparity (or focusing on easier to reach areas), the implementation of PAUD and the improved development opportunities it supports are subject to the exact discrimination government rhetoric is claiming to prevent.

Medium and long term economic sustainability is going to be a challenge, in spite of the growing demand for TPA services. While external donor support is often invaluable (though rarely sustainable) to subsidize these services, multi- partnership seems to provide for viable solutions to sustainability concerns.

## BEST PRACTICES FOR FUNDING A TPA FOR IMPOVERISHED AND ISOLATED FAMILIES

- Create a "Big Brother/Sister" movement whereby available donors are matched with an isolated area with a need for TPA support. For example, we visited the manager of Bank BNI in North Sumatra and discussed with him the bank's CSR policy, which he explained had to come from the central office. Once we explained that he could actually fund a TPA in an isolated area and improve the lives of 15 to 20 rural poor families for only 2 million rupiah per month, he was amazed and very willing to assist. We were asked to design a proposal explaining the process.
- Flexible school arrangements or a variation on the integrated model – all villages should have an SD (or a UPTD – SKB). Providing there are spare rooms and space, collaborating with SDs (or UPTD-SKB) to open a crèche for younger children may be a way to ease the government funding hurdles. Co-location of pre-school care services within existing schools (or GOI training centres) can have the positive effect of enabling older siblings to take younger children to the care facilities without absenting themselves from school or parents from work. This arrangement could be possible through a multi partnership approach: parents' associations, religious and welfare organizations, private firms and individuals cooperate with local authorities for the creation, financing and management of these units. These Care Centres could also play a key role in training pre-school teachers as a means of collecting more government funding and promoting pre-school teaching as an alternative employment option.

<sup>56</sup> To help make the point, according to MOEC, only 219 TPAs nationally received this BOP for operational costs and 17 for quality improvement. See for comparison across all PAUD services. [http://121.100.18.250/man-paud/index.php?r=site/sp\\_mendapatkan\\_bantuan/lv/0/id/000000](http://121.100.18.250/man-paud/index.php?r=site/sp_mendapatkan_bantuan/lv/0/id/000000)



- Isolated communities could endeavour to create partnership schemes where Ministries of Agriculture offer finance, MOEC/PAUDNI oversight and standards, local government contributes building space, national professional foundations and associations provide nutritional, educational, and health services and materials, and other actors contribute supplementary funds and resources. This is clearly complicated and will take a huge amount of time and effort by an NGO. Once the model is set up, it should be presented as a possible solution to the national problem of how to bring PAUD to the 28% of isolated regions as yet unserved.
- The Yogyakarta government's provision of a fully sponsored TPA at Beringhardjo Market for sellers and coolies shows how the opportunity to very publicly provide aid to a highly visible group of poor market workers can encourage government support and even expansion. The TPA model is being replicated at Giwangan Market to allow other government agencies to get in on the act of doing well.<sup>57</sup>
- In Jambi province, the Dayung Bank Sampah School provides a very unique format. So those with no money to pay for preschool can gain the same benefits as those with the money for PAUD, families pay by collecting and bringing in rubbish from the environment, which is then sorted and sold. In this way, pre-school is free. The emphasis is on rowing in Lake Sipin and tourism so that young children gain the motor skills as rowers and a sensitivity for tourism by cleaning and respecting the environment – in addition to other activities common to preschool. If there is also a TPA, we don't know but the model provides a fascinating example of alternative modes of payment and local adaptations<sup>58</sup>.

### 3.9. MONITORING AND ACCOUNTABILITY

#### Key laws, issues and challenges

- MOEC Decree No. 5/2012 on Teacher's Certification
- Most TPA are staffed by local volunteer housewives because the TPA is not accredited and staff receive no incentives.
- MOEC Decree No. 11/2015, the Directorate does not have responsibility for quality assurance relating to ECE educators and education personnel.
- Local capacity to train ECED teachers is uneven, especially lacking in areas where it is most needed.

Monitoring and accountability refer to the existence of information systems able to monitor the quality and impact of PAUD services and outcomes across children. It implies standards exist and are upheld, and that these systems are available to monitor and enforce compliance with those standards. Ensuring the quality of PAUD interventions is vital because evidence has shown that unless programs are of high quality, the impact on children can be negligible, or even detrimental. As noted in Denboba (2015:xx, 33, 38, 75) setting policy and budgets seems to be done differently in different provinces. While data collection is widespread, there does not seem to be a method available to link data to compliance with the desired standards.

<sup>57</sup> See (see case study 3 and <http://www.jogjakota.go.id/news/Wujud-Kepedulian-Kementerian-BUMN-dan-Pemkot-Pasar-Giwangan-akan-Dilengkapi-TPA>)

<sup>58</sup> See <http://www.jambiexpresnews.com/berita-20125-melihat-sekolah-dayung-bank-sampah.html>

Regulation 58/2009 outlines separate standards for formal and non-formal PAUD, then combined in the Curriculum 2013 and Decree 137/2014 – although remaining separate in most literature. The regulations describe age ranges and frequency/ duration for the various types of programs as well as desired outcomes expressed as developmental milestones for children by age category<sup>59</sup>. TPA, falling into the non-formal stream despite covering children of TK age also, does not have the same requirements since by law it is a 'supplemental' education (coming under the same regulations as adult literacy and teen livelihood training).

On more local levels, the MOARB Ministerial Decree/RB/No. 14/2010<sup>60</sup> stipulates that monitors (*penilik*) hold the authority and responsibility to monitor the quality of non-formal and informal ECED services at district levels (ACDP 2015:148<sup>61</sup>). But no information explains how unaccredited TPAs are monitored. The majority of TPAs that are unregistered seemingly are not monitored at all.

Monitoring is based on STPPA or Standard Achievement Rates in Child Development. STPPA is a reference for the development of content standards and processes in the assessment of teachers and education personnel, facilities and infrastructure, management, and financing in the management and implementation of PAUD programs. STPPA provides benchmarks of ability children achieve in all aspects of development and growth, covering everything from religious values and morals to physical, cognitive, linguistic, social, emotional, and artistic aspects of development<sup>62</sup>.

There are 10 agencies responsible for monitoring yet no explanation of these is provided. There are not enough supervisors (*Penilik*) to actually do this. Not only is this a challenge to coordinate at central and provincial levels, it has been reported as "unworkable at district and community levels" (OECD 2015:86).

PAUDNI and district Public Works Offices do not collect data on how many ECED facilities have construction permits and comply with infrastructure standards. It is likely that formal education centres comply with infrastructure requirements, but the level of compliance in non-formal centres is less clear. Data are not disaggregated by state and non-state facilities (Denboba 2015:37).

## QUALITY ASSURANCE SYSTEM IS IN PLACE:

- The ECED national standards (Ministerial Decree 58/2009)
- Pusat Penjaminan Mutu Pendidikan (Education Quality Assurance Body) especially the ECED, Non-formal and Informal Education Unit
- The establishment of ECED supervisor positions (*penilik*) at district level
- On-line data monitoring system coordinated by the Directorate General PAUDNI
- Accreditation system of ECED services, including Badan Akreditasi PAUD(NI) and their assessors

<sup>59</sup> Here are the milestones: <http://paudjateng.xahzgs.com/search/label/Perkembangan%20Anak%20Usia%20Dini>

<sup>60</sup> <http://www.menpan.go.id/dih/permen-kepmen/permenpan-rb/file/282-permenpan-2010-no-014>

<sup>61</sup> Explanation of *penilik* here: <http://paudjateng.xahzgs.com/2015/03/pengertian-penilik-pengawas-paud-dan-tugasnya.html> but still no info on how/what they monitor.

<sup>62</sup> Find it here: <http://paudjateng.xahzgs.com/2014/05/permendiknas-58-tahun-2009-standar-paud.html> and <http://paudjateng.xahzgs.com/search/label/Perkembangan%20Anak%20Usia%20Dini>

- Institutions at the regional, provincial and district levels that could play a stronger quality assurance role (includes the various non-formal training centres set up through local MOEC such as *Sanggar Kegiatan Belajar* - SKB).

While the building blocks are in place, they are not yet working fully as a system and the coordination is still unclear. There is still a significant gap between the issuance of the national standard – meant to guide the level of quality – and its implementation. Numbers of TPAs that actually have a registration number (NPSN) through MOEC are only 2,969<sup>63</sup>. Supervisors, as the main agent for quality assurance, (through monitoring, evaluation and reporting to the district government) are seriously constrained by their capacity and competency. In short, there is no system where actual condition of the services can be monitored and data evaluated and reported to the respective authority to conduct improvement actions (see also Bappenas, 2015).

A quality assurance system will be key if this expanded provision is to make a real difference to children's lives and to ensure they become effective learners and contributors to the society of the future.

## SUMMARY OF POLICY OPTIONS TO IMPROVE MONITORING AND ACCOUNTABILITY

- Examine why TPA centre accreditation rates are so low.
- Establish an accreditation system with quality ratings that can be monitored by your own Board of Directors.
- Broaden training for community health cadres and TPA workers (for example, Posyandu cadre and village midwives) by combining attention to health, parenting, and early child stimulation.
- Establish an advanced system to monitor individual child health and development outcomes through early detection program (*Stimulasi dan Intervensi Dini Tumbuh Kembang* – SDIDTK).
- Expand in-service training and professional development opportunities for early childhood educators
- Ensure that early childhood educators are qualified, particularly in non-formal centres through apprenticeship trainings.
- Strong community-based information systems and follow-up mechanisms are needed for monitoring children's schooling status. The lack of good data for planning and targeting is one of the greatest impediments to increasing access to education, especially for disadvantaged children. Local authorities only have data on children in schools, but not on children who are out of school. Complementing school-based systems with community based information systems would enable schools and communities to work together, identify children at risk and those who have dropped out, and take appropriate action, such as providing transport for children from remote villages.

Internal monitoring and accountability – Tasks of the Board of Directors:

- Oversee the organisation including its control and accountability systems;

<sup>63</sup> See <http://referensi.data.kemdikbud.go.id/index21.php>



- Appoint and remove the Director;
- Ratify the appointment of all staff members;
- Develop organisational strategy and performance objectives;
- Review, ratify and monitor systems of risk management and internal control, codes of conduct, and legal compliance;
- Monitor the Director's and Leadership Team's performance and implementation of strategy;
- Approve and monitor financial and other reporting;
- Ensure appropriate resources are available to carry out the organisation's functions; and
- Approve and monitor the progress of major capital expenditure.

# 4 CASE STUDIES IN DAYCARE SERVICES: INDONESIA AND BEYOND

*Perhaps even more than with most cultural matters, childrearing practices and beliefs reflect local conceptions of how the world is and how the child should be reared for living it.*

–Jerome Bruner (1982)

*Inequality and poverty, even within the most affluent nations, have the largest impact on children's access to health and education. Efforts to reduce poverty and inequality are an important strategy for promoting children's development and well-being, by raising the expectations and capabilities of their families.*

–Helen Penn (Professor of Early Childhood Education,  
University of East London, UK)

It is one thing to promote young children's learning as a major responsibility for professionals and parents in theory and in law. It is another thing entirely to put into practice the standards and expectations tied to the broader goal of ensuring 'the development of the child ... to the maximum extent possible' (Convention on the Rights of the Child, United Nations, 1989, Article 6). The case studies presented here provide a more detailed exploration of the factors that have led to the establishment and on-going operation of TPAs in North Sumatra and Java. We have also added examples of best practices from other parts of Indonesia and the world.

The literature shows that the concepts of a child's 'development' and 'learning' are intertwined. Development is a holistic concept, encompassing growth and changes in all aspects of the individual's physical, mental and social functioning; learning refers to the specific processes for developing knowledge, skills and identity. Development and learning are universal processes among all children, but they take place in specific social and cultural contexts, including childcare and early education settings. Variations in children's development and learning, then, are strongly linked to economic and structural inequities, which impact on the capacities of parents to promote their children's development.

Overall, the Indonesian examples demonstrate how those economic aspects of ECED are not adequately addressed in policy. The fact that 28% of the most isolated and hard to reach villages have no PAUD services shows a disconnect between policies at the centre with those in districts, also evidenced through the lack of answers or even awareness of TPAs from the various PAUD services and PAUDNI offices in districts that we visited.

It is also important to recognise the various differences and wide variety of TPA models. There is no one size fits all and promoting daycare as a means of empowering women is effective only where jobs are actually available. Overwhelmingly, the case studies will show that TPAs



emerged because women were working and not as a vehicle to support women in finding work. TPAs are promoted as a means of strengthening child development, despite overwhelmingly maintaining a centre-based rather than child-based approach, rather than women's empowerment. This means that women are greatly benefited by the service.

## 4.1. CASE STUDY 1: TPA AISIYIAH NUR'AINI, NGAMPILAN, YOGYAKARTA

### BACKGROUND

The mass organization, Aisyiyah, was founded in 1917 as the first all women organization in Indonesia. 'Aisyiyah was the first organisation in Indonesia to work on women's empowerment,' says Siti Noordjanah Djohantini, a renowned women's activist and economist who has been the Chairperson of the Central Executive of Aisyiyah for the past ten years. 'We are a social justice organisation with a national structure. We work in provinces at district, sub-district and village levels, with women in every position: in economic social protection, education, health and women's literacy. The founders of Aisyiyah had very good ideas and perspectives about women. This is why Aisyiyah is very important.'<sup>64</sup>

Thus, there exists a long history of far-reaching educational adaptations that may help explain why Aisyiyah's Taman Asuh Anak (TPA) was one of the first TPA to be accredited in Indonesia and continues to serve as the model for early childhood education and development.

### CHILD-FOCUSED ORIGINS

Figure 6. Afternoon Snack



In line with the development needs of the community, Aisyiyah adjusts its programs and activities to focus on strengthening the capacity and quality of educational cadres, never losing sight of a sense of unity, character-building, and deepening the faith through early childhood education.

Integrated PAUD Aisyiyah Nur'aini (PAUD AN) began very humbly through the provision of TPA services on April 21, 1996. Ibu Kis Rahayu and

other Aisyiyah Ngampilan members, armed with nothing but passion and concern, recognized how the young children of mothers who worked full time in the local bakpia factory were being neglected. Not only were salaries insufficient for nanny services, extended families in this working class kampung are busy taking care of their own needs. Seeing the condition of these children, the Aisyiyah women recognized the need for alternative care, nurturing and educational services. In addition to the Muhammadiyah Bustanul Athfal TKs (or RA), TPA was required to ensure the children's future while mothers' worked.

<sup>64</sup> <http://devpolicy.org/aidprofiles/2016/09/13/aisyiyah-99-years-of-womens-empowerment/>

Despite their good intentions, no mothers were willing to use the TPA services. The very idea was too foreign and it was just more common to trust care and education of their children to families and the environment. Ideas and benefits of ECED were as yet unknown.

## SOCIALISATION AS KEY

There simply was no sense of TPA in 1996<sup>65</sup>. Only one child was registered with the new TPA, but more followed in subsequent years. Socialisation, Ibu Kis tells us, is the key to eventual success – plus the recognition that children in the TPA were easier to manage, more disciplined, quicker to understand and had better communication skills than non TPA children. Parents and those in the surrounding environment noticed these changes and eventually came round to understanding its value.

## FUNDING AND FINANCING

*We are forced to maintain high registration and monthly fees to safeguard our quality and sustainability. If parents cannot afford us, they are welcome to find another daycare service. The only exception we make is for those who live in this neighborhood. They get discounted fees.*

–Ibu Kis Rahayu (PAUD Director)

As numbers of children increased, funds for the sustainability of the TPA also increased and cannot be met solely by PAUD AN. They tried various ways to increase funding. Daily and weekly fees were still not sufficient for the operation; this was because of a fluctuation in numbers of children, such that teachers cannot be hired with certainty. Finally, with the agreement of parents, a policy to implement a tuition fee of IDR 6,000 per month was agreed upon with public donations to cover funding shortages.

TPA service is much more complex than standard kindergarten because it must meet all the needs of children, from the time they are dropped off to when they are picked up. The younger the child the more costly the needs, especially for infants aged 3 months to 1 year, because PAUD AN has a one child one caregiver policy (unlike the Indonesian TPA guide that recommends 1 caregiver for 4 children under 2 years – See MOEC, 2015:38). Variations in age ranges, ratios of children to caregiver, in combination with the number of full-time regular services all greatly affect the amount of monthly contribution. In short, the service is not cheap.

After a 6-year trial period, PAUD AN could be financially independent through funding from parents. But the key was its 'integration/terpadu'. In addition to the TPA, they also run a

**Figure 7. Focus Group Discussion with Director TPA Nura'ini,**



<sup>65</sup> With Gerwani's Melati kindergartens wiped from history and community memory

Playgroup (KB), and Kindergarten. Further, it could benefit from its Muhammadiyah affiliation through donated land, facilities and infrastructure on 1,500 m<sup>2</sup> in urban Yogyakarta.

Monthly fees are determined in conjunction with the child's parents, adjusted by the total number of children, and cross-subsidized by the number of children in each service (eg TAA, BP and TK). According to Ibu Kis Rahayu, if the parents are not able to pay, they are welcome to find another place. Dispensation policies are only provided to children from poor families who reside in the PAUD neighbourhood but the composition or details of those neighbourhood children are unknown. 60% of paid up mothers of TPA children are full time workers, 40% of the others are either students or engaged in 'informal' work (online sales, trading, teaching).

From the table below, it is clear that the cost of enrolment in PAUD Terpadu Aisiyah Nur'aini for the year 2016/2017 is targeted to only those in middle to upper classes, which is a bit of a shift away from the idealism of its foundations in 1917 and again in 1996.

**Table 4. Registration and monthly fees**

	Taman Asuh Anak		Taman Asuh Anak		Play Group	Bustanul Athfal
<b>Age</b>	2 –12 Mo.	1 –2 Yrs	2,1 – 3 Yrs	3 – 4 Yrs	4 – 6 Yrs	
<b>Entrance Fees</b>	2.820.000	2.920.000	3.220.000	Reguler: 4.320.000 Full Day: 5.320.000	Reguler: 4.520.000 Full Day: 5.920.000	
<b>Monthly Fees</b>	Reguler: 600.000 Full Day: 650.000	Reguler: 575.000 Full Day: 625.000	Reguler: 575.000 Full Day: 625.000	Reguler 1: 300.000 Reguler 2: 575.000 Full Day: 625.000	Reguler 1: 300.000 Reguler 2: 575.000 Full Day: 625.000	
<b>Facilities</b>	Rasio pengasuhan anak 1 : 2, Lokasi sejuk, aman dan nyaman bebas polusi kendaraan. Alat Permainan Edukatif (APE) yang dapat menstimulasi sensori motorik anak, <i>Baby School Library</i> , Program Parenting, Pemeriksaan Kesehatan Umum, Kegiatan pembelajaran dilakukan dari hari Senin s.d Sabtu, <i>Khusus hari Sabtu anak pulang paling lambat dijemput jam 12.00 WIB</i>	Snack 2 kali sehari. Makan siang, Ekstra tari, Kegiatan renang 2 minggu 1 kali (jika kondisi air memungkinkan) Deteksi Dini Tumbuh Kembang Anak, Program Parenting, Pemeriksaan Kesehatan Umum, Kegiatan pembelajaran dilakukan dari hari Senin s.d Sabtu, <i>Khusus hari Sabtu anak pulang paling lambat dijemput jam 12.00 WIB</i>		Extra renang 2 minggu 1 kali (jika kondisi air memungkinkan) Ekstra tari Ekstra Iqro' Ekstra menyanyi Snack; Untuk anak Reguler= snack 1 kali Untuk anak Full Day= snack 2 kali Makan siang untuk Full Day Deteksi Dini Tumbuh Kembang Anak Program Parenting Pemeriksaan Kesehatan Umum Kegiatan pembelajaran dilakukan dari hari Senin s.d Sabtu <i>Hari Sabtu anak PG Reguler pulang jam 10.00 WIB Hari Sabtu anak PG Full Day pulang jam 12.00 WIB</i>	Extra renang 2 minggu 1 kali (jika kondisi air memungkinkan) Ekstra tari, Ekstra Iqro' Snack : Untuk anak Reguler= snack 1 kali Untuk anak Full Day= snack 2 kali, Makan siang untuk Full Day, Deteksi Dini Tumbuh Kembang Anak, Program Parenting, Pemeriksaan Kesehatan Umum, DSM (Dana Sehat Muhammadiyah) Extra Musik dan Angklung tambahan biaya sebesar Rp 10.000,- per bulan Extra Drum Band tambahan biaya sebesar Rp 20.000,- per bulan	



After 20 years of existence, as expressed by Ibu Kis Rahayu, “we cannot deny that Daycare is expensive”. The integrated service that meets all PAUD services is what helps PAUD AN survive. Despite operational support (BOP) from the government and other government funding, none are sufficient to lower dues to parents. We will only benefit from BOP for the TK Bustanul Athfal, because it meets the required number of pupils, and because TK will be compulsory. No TPA is likely to receive BOP funding.

## POLICY AND CHANGE

*I am a teacher in Child Care Aisyiyah Nur'aini. Before I became pregnant my mother and mother-in-law warned me they did not want to be burdened with the grandchildren. Finally my husband and I decided to leave the children in a place where I work. Although I am a teacher in PAUD Aisyiyah Nur'aini am not allowed to look after my own child. I believe this is a good service rendered in a motherly and family oriented way. When my leave is done and I start working again, my child will definitely enter day care.*

—Ibu Dewi Nurcahyanti (Teacher and Parent)

In line with regulatory changes and government policies on early childhood education at national and regional levels, TPA Aisyiyah Nur'aini turned into PAUD Terpadu Aisyiyah Nur'aini integrating all ECD categories because it provides three services under one roof in the form of TPA (baby/day care), KB (play group ages 3-4 years; 4-5 years) and RA (Kindergarten age 5-6 years) to give parents a choice according to their needs including Full Day service. Full Day PAUD is extended from regular service on request or needs of parents, based on different facilities and grouped by age as determined by the standard of early childhood education.

## COMPETENCE AND QUALIFICATION

*The internal mechanism of teacher capacity development starts from the process of apprenticeship. before the two-year training is up, the teacher should not be leading class, but a reserve teacher. If there is a shortage of teachers she could temporarily replace the teacher. or if there is the opening of new classes and new capacity is sufficient to hold classes, ...*

—Ibu Kis Rahayu (PAUD Director)

Community interest in Child Care and Kindergarten in urban areas is very high, but to maintain quality, a standard ratio of the number of teachers and students should be maintained: a larger pupil to teacher ratio will reduce the quality of care, treatment and education. PAUD AN applies a ratio of 2:15 (higher than that recommended by PAUD NI of 1 teacher to 15 children); 15 students in the class raised, cared for, educated by one senior teacher and one teacher aide. The combination of senior teachers and aides in the classroom is also a capacity-building strategy and a model in-house training/internship for new teachers.

PAUD AN has been recognized at the Regional and National level as a model training centre and a reference for ECED by ministries and providers in Indonesia. It was the first to be accredited as a PAUD in the province and Ibu Kis is the first acknowledged assessor for PAUD



accreditation. PAUD AN hold regular Learning Workshops for capacity-building PAUD teachers integral to the process of care, upbringing and education of young children.

PAUD AN also closely adhere to the national standards defined in MOEC 137/2014 in the form of content, competence, and supervision, and they implement the Curriculum 2013, all with a child-centred approach in addition to the religious education as part of Aisyiyah-Muhammadiyah. Monitoring and supervision are not only done by BAN, but also carried out by Aisyiyah and Muhammadiyah.

## EMPOWERING THE PARENTS

Most mothers who rely on the TPA work or are housewives with home-based economic activities. Some are 'single' parents, because of death of spouse or absent spouse, and leave their children at TPA. In their own words:

*I stay in a kampong, where on average women are only housewives. I am the only housewife with advanced education with an S2. Highly educated women are still considered taboo in my hometown. As is leaving the children in the TPA. I will shut their mouths with evidence. Even though my son is in daycare because I was in college, my child is good. Then I can educate children to be more intelligent than the others after I have passed my degree.*

—Ibu Rahayu Saraswati (University Student and a mother)

*I am a housewife, but even more like a single parent because my husband works outside of Java. I have 3 children all under 5 years. Two of them I leave in Aisyiyah Nur'aini so I can concentrate on looking after the youngest as well as maintain my on-line selling. I feel incapable and have no time to engage in income generating work if I need to mind three young children by myself.*

—Ibu Yusti Fihriarini (Single Parent)

Among all personal reasons for using a TPA service, these mothers knew about the developmental requirements of young children and trusted PAUD AN to do a better job than they could (because of time limitations) or their extended family could. For others, there was simply no choice. Without a TPA service, they could not survive:

*Just 2 weeks ago I started leaving my child here in daycare. My husband was killed in a crash and I still work as a teacher. If my child is not in daycare, I cannot work and support us. TPA is the solution so I have space and time to work and maintain my independence for me and my child..*

—Ibu Septiana Farida (Single Parent, Teacher)

## LESSONS LEARNT: TPA SERVICE YOGYAKARTA

- Success of this TPA is based on very long-term dedication and determination by educated, local women.
- Location in urban area with educated families, who either have no time to raise children themselves and/or who understand the developmental requirements of young children (these are different from traditional Javanese beliefs where a child is *durung uwong*, not yet human, because they do not yet know anything).
- Parents who understand the developmental requirements of young children, as per government pro-PAUD campaigns, would be more encouraged by TPA service.
- Where the care is of high quality, children are more easily organized, more disciplined, quick at understanding, and better communicators with parents and the surrounding environment. Word of mouth and seeing results will support community acceptance.
- While the cost is relatively high, parents claim the money they save in not having to buy as many disposable diapers, meals, or snacks and toys is thoroughly justified.
- The relationship patterns of urban life make it no longer possible to rely on parents or in-laws, extended family, who are busy with their own affairs. Finding a thoroughly trustworthy and capable nanny or housekeeper is not just difficult, but also risky and very expensive.
- The PAUD AN model shows how the integrated PAUD format can support cross subsidizing more expensive and perhaps less popular programs through others that are easier to accept, such as TK and KB. Familiarity with the service will lead to organic development.

It must be remembered that this is an old TPA with a long history as well as a highly respected mass organization for backing. Areas would be well served to seek support from mass organizations or other established bodies.

## 4.2. CASE STUDY 2: FOUR DAYCARE CENTRES IN DAIRI REGENCY AND PAKPAK NORTH SUMATRA

### BACKGROUND

Women are responsible for the raising and educating of young children in Indonesia's patriarchal culture, roles constantly repeated for her through national and PKK ideology. Poverty and the everyday burdens of maintaining the household economy affect women far more than men, since it is always the women who need to ensure whatever income she gets is enough to feed her family and take care of everyday needs. Her 'double burden' (or triple burden if we add community and religious roles) ensures she has little if any free time.

Concerned about the poverty and excessive burden on women, who work each day in plantations, in the fields as farm labourers, or fisher folk, PESADA endeavoured to create daycare centres so that women had one less thing to worry about during the time when she needed to be focused on earning money. With so much pressure on women on a daily basis, PESADA noticed that children did not have safe places to play with other children, they did not have a healthy diet or atmosphere, and they were often neglected.

Further, PESADA staff noted that the Pakpak language and culture were disappearing in the shadow of the far more prestigious Toba Batak culture. Between loss of ethnic pride, self-confidence, language and ceremonies, plus the marginalizing effects of poverty and isolation, PESADA saw the demise of the Pakpak culture and wanted to act. Childcare services, where local language was the medium, would greatly assist women in fulfilling their economic rights, which in turn, may assist her in achieving improved status with her husband.

PESADA started their first TPA in 1991 and eventually founded six all together between 1992 and 2000<sup>66</sup>. These TPAs were given a timeline of four years in which they should be able to manage themselves without continued dependency on PESADA.

## DAYCARE CENTRE AS LONG PROCESS OF TRUST-BUILDING

Keeping in mind this was 1991 and no examples of TPAs were available to learn from, PESADA created a means in Tinada, Pakpak Bharat to temporarily replace the role of mother/family in the job of parenting, care, and early childhood education that could provide space and time for moms to do other activities. The notion of daycare was seen as a means of restructuring women's roles by relieving her of her domestic duties for at least part of the day.

Originally, PESADA selected an existing women's chicken-farming cooperative founded by PKK kecamatan as a target group for discussing local problems and how to solve them in ways that could improve women's situation and her family's welfare. Through monthly, facilitated discussions, the lack of microfinance/credit options came up as a serious drawback to women expanding or creating livelihood endeavours. This led to the creation of a Credit Union (CU), as well as training workshops in managing the CU and livelihoods – as a means to ensure the members eventually could manage the program themselves. During their monthly discussions, the idea for a day care centre emerged as a place where children could be watched while women were engaged in their daily income generating work. This resulted in the formation of the TPA Arkemo Tinada under the guidance of PESADA.

How one establishes a TPA will depend on what type of user they want to attract. In urban areas, daycare now is undeniably a necessary part of people's needs. Its importance is evidenced by how TPAs are mushrooming around the country. The vast majority of these are for commercial purposes to meet middle and upper class requirements. They are evolving in the wake of the government push to provide PAUD services as a means of investing in the young in order to improve the country and the economy in future. Thus, with the ideological emphasis or *slogанизation* of the 'golden age' of child development as part of that push, the advantages of ECED over a nanny or family babysitter has been made known – at least to those who read, watch, listen to, or access the national media.

Back when PESADA was creating daycare, and in rural Tinada as elsewhere even now, parents had not heard about the 'golden age' issues and needed far more motivation to leave their children for the day. This is obviously a big issue for consideration when historically and traditionally, babies were either taken along to the fields or markets, or left with other family members. It did not take long, however, for the benefits of daycare to become apparent to the Tinada women. Parents all reported that their children who were late talking or walking all became proficient rather quickly. They all stated their children became more talkative, more sociable, more willing to share, and more interested in the world around them than

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<sup>66</sup> Four of these are still running – all independently of Pesada.

they had been before. The benefits of socializing in peer groups among trained caregivers over the isolation of home were apparent enough to convince parents that daycare was a great option. Word of mouth spread this information to others.

Focusing on the rural, poor families of Tinada, early on it was the members of the CU who entrusted their children at the TPA. The TPA would not have survived without broader village involvement, so PESADA along with the CU women made note of families with pre-school age children. They held community meetings and invited these families. One of the early attractions for including one's child in the TPA was the emphasis on preserving and highlighting local Pakpak language, legends, songs, and ceremonies and to introduce the idea of a daycare dedicated to preserving Pakpak culture. The objective for the TPA was to have each child be healthy, creative and proud of its culture.

Once the idea of daycare was accepted, the next step was to organize it: number of caregivers and list of names; daily schedule of activities; daily menus for children and staff, food preparation and types of food, snacks, and drinks; games and activities; location and facilities available; selection of board of directors; and cost for service. The third step is to begin registering children and taking them in daily – all based on community agreement. The TPA Arkemo Tinada was up and running quickly because of the PESADA financial backing supported by international donors. But it was only in 2007 that TPA Arkemo Tinada was able to be self-sufficient. This step involved achieving status as a PKBM (Community Learning Centre), which meant it was able to access operational funding from the district government (kecamatan).

## TPA STRUCTURE AS A PART OF ITS ENVIRONMENT

The PESADA examples show how a TPA cannot have a one size fits all model. It must adapt to the needs of a given community. The PESADA design for daycare adapted to local needs and pre-school availability. If there was a PAUD in the village, the TPA would function around pre-school hours as daycare alone. The standard Indonesian structure for pre-school does not give time and space for women since pre-school only runs for 2 to 3 hours per day, which is not conducive to any kind of employment. This is assuming a government run pre-school exists in the village and it is affordable. The PESADA model then evolved around the pre-school to collect children while parents were working. In Tinada village there was no pre-school so the TPA functioned as both a pre-school and after-school care centre. For a while, TPA staff would also collect and return children from their home because farmer families would need to leave home before TPA hours. In some cases, TPA staff would wake, bathe and dress the children in their care.

In Salak, more of an urban centre with available TK, the TPA evolved to include the local TK in its model. This is because the local TPA partner was a teacher and well connected with local education offices. Over time, TPA Tunas Lilin Midates in Salak evolved into its own full TPA including TK service. With this *terpadu*/integrated model, they were able to access kabupaten funds for PAUD – funds not always available for TPAs<sup>67</sup>. Because of its urban location, it also became in demand by middle class families who could pay for the service. Since mid-2000, TPA Tunas Lilin Midates has left behind the PESADA model of empowering

<sup>67</sup> The budgeting and BOP laws 23/2014 state that funds remaining after formal PAUD applications are all addressed may be used for nonformal applicants.



poor women and reviving Pakpak culture to become a typical urban, middle class, self sufficient TPA where Indonesian is the language of all interaction.

The demand for daycare among office workers in urban and regional centres triggered their growth initially by individuals who took children into their homes, and later, by others, when the commercial advantage became obvious through the national PAUD expansion. TPA Mandiri in Dairi also began through a young woman

with an interest in early childhood education and development named Vera taking children into her home. Over time, the demand increased and through her connections with primary school teachers, she collaborated with the MOEC training centre (UPTD SKB where all official programs of non-formal education, ex. adult literacy, high school equivalency, PAUD certification are provided) for Dairi Regency to use the SKB facility for a TPA that exclusively serves the needs of local teachers. From informal home-based, to integrated full service, TPA Mandiri provides daycare, play group, kindergarten, and pre-school religious training (SPS).

There is officially no difference in the structure of the urban and rural TPAs in that they all follow the basic structure and curriculum recommended by the MOEC (2015) guideline. But what does stand out quite dramatically were the differences between urban and rural means of financial support and quality of infrastructure and maintenance, the types and quality of toys and games, decorations, floor mats, as well as the experience and abilities of the caregivers. While none of the TPAs had furniture, none had chairs and desks for the children to work or eat on, none had 'child-safe' training toilets or even reachable water for children to wash their hands<sup>68</sup>, TPA Mandiri by far had the most attractive, airy, roomy, nicely decorated space both indoors and out. TPA Salak had small plastic chairs (seemingly only taken out at those times when there are visitors) and wooden benches but there too, most activities were on the ground on plastic mats.

Figure 8. Lunch boxes, eat together



## TPA AS COMMUNITY LEARNING CENTRE (PKBM) MODEL

TPA Arkemo, Tinada, and the only observed TPA to exclusively target poorer users, has adapted an interesting innovation. It is also a registered PKBM, or Community Learning Centre (CLC). As a unit of the non-formal education initiative of, by, and for the people, it is a recognized entity under the District MOEC under its Department of Non-formal Education and Early Childhood Education, established as an initiative of the community itself. Thus, it should be eligible for funding from various sources other than just BOP. According to Law 23/2014 on educational budgeting, these includes:

- Self-funding, results of operations or production (i.e., user fees)
- National and Local Government

<sup>68</sup> This is Indonesia. Training children to use a squat toilet and bak mandi makes far more sense than the 'westernized' 'child safe' varieties common elsewhere.

- Institutions or agencies related to a Company or Industry hiring for training purposes (i.e., could be through CSR corporate social responsibility aims or hired for specific training).
- Other sources of legitimate and non-binding support (through NGO donations, political party donations or other non-binding sources)

An advantage of the PKBM format is that it can combine TPA with other income generating formats in addition to become a *terpadu* or integrated model that includes formal TK. As a PKBM (essentially the same as an SKB), the entity can legally cooperate in women's empowerment programs and credit unions, for example, as seen in the PESADA model. As with TPA Mandiri, where the TPA is managed by or as PKBM (Center for Community Learning), it is far more likely to be financed by village resources as well as through public funds (decentralization funds as in Dana Desa). PKBM can function as a TPA (TPA Board as one with PKBM), if the TPA is already registered with PAUDNI and has NPSN (*Nomor Pokok Sekolah Nasional*—although very few have this as the law is very unclear). A TPA as PKBM can receive BOP and incentives from MOEC and as a PKBM it can access funds from the regional government for community empowerment or capacity building programs. In addition, as a PKBM, it can also establish partnerships or cooperation with the private sector and access funding as an institution with legal status. As a PKBM, the TPA can also present itself as a PAUD caregiver training centre to access MOEC funds for refresher training<sup>69</sup>.

**Table 5. Patterns for Establishing a TPA based on Case Studies from Sumatra Utara**

Target Users	Founder Type	Funding Style	Example
Urban/Rural - Middle and upper class families, Strong economy, Higher level civil servants, Office/Professional class	Individual or group business, Foundation	Relies on fees from parents. For profit/ Private.	TPA Salak, Pakpak Bharat
Urban/Rural - Middle class, middle economy, Office workers, civil servants, teachers	Kabupaten level gov, Individual or group business, Foundation	PAUD Integrated benefits from government facilities and funding. Depends on parents' fees and gov support funds; Semi-profit/private	TPA Mandiri Dairi
Urban - Middle class, middle economy, Office workers, civil servants	Foundation or NGO	Relies on profits from foundation (CU) and user fees. Semi profit/private	TPA Kasih Ibu Sidikalang
Rural - Poor families, Waged labourers, Farmers, Small scale market sellers.	Kabupaten level gov/ SKB/PKBM, Social foundation, NGO.	PKBM TPA PAUD, relies on support/subsidies from gov and donors; User fees based on	TPA Arkemo Tinada, Pakpak Bharat

<sup>69</sup> A review of trainings usually provided at UPTD SKB for PAUD should help determine which ones could be taken on by the TPA to fulfill an essential need in the region. A model for this can be seen in TPA Aisyiyah Nur'aini.

Target Users	Founder Type	Funding Style	Example
		ability to pay; Non-profit /Social welfare	

## TPA AND CREDIT UNION

*Credit Union TPA Kasih Ibu each month earns 2.000.000 in clean profit – that is then shared with our users. TPA Kasih Ibu does not collect registration fees; Service users only pay user fees of 250.000/month.*

—Ramida Sinaga (Executive Director PESADA)

*Our proposal to the Education Office (Dinas Pendidikan) for incentive and BOP support was never signed off by the village head because his wife opened her own PAUD. This is because we did not vote for the new Bupati.*

—Caregiver TPA Arkemo-Tinada

In order to avoid the 'natural' inclination of TPAs to attract users who are able to pay for the service (i.e., middle and professional class families as seen in TPA Salak), alternative means of sustainable financing for the service is required. PESADA initiated the CU and TPA model but over time, in Tinada the CU split from the TPA. The details of this split are unclear. Yet, the CU that collaborates with TPA Kasih Ibu in Sidikalang shares its profits with the TPA, and as a result, need not charge registration or other fees in addition to general user fees. Thus, a profit sharing arrangement is in effect that assists with keeping user fees down – fees that, however, remain beyond the means of wage labourers and other less affluent.

Meanwhile, TPA Arkemo Tinada shifted away from PESADA management and financial support toward local government supervision and support after it was registered as a PKBM. Once it was a legal entity, it was also able to receive its seed funding and with proposal to the kecamatan, yearly government support in addition to BOP and incentive funds. Sympathetic kecamatan staff also created a PerDes (village rule) that allowed for a mug of rice (raskin) to be provided for each child registered at the TPA. These were all essential to its survival as user fees would never be sufficient to maintain the TPA. Following a change in village head and bupati, these new officials refused to sign off on the proposals for funding to kecamatan or Education Office. According to TPA staff, this was because the village head wanted to start his own TPA/PAUD to secure the seed funds. His wife started 2 TPAs but they did not last more than a year. Since that moment, however, TPA Arkemo has not been able to receive its yearly funding and is very likely on the verge of collapsing. When we asked why they do not join forces with the Tinada CU that is still going strong and create a profit sharing or sponsorship scheme, we were surprised to hear that they had not thought of this.



**Table 6. TPA Arkemo, Tinada (PKBM Kecamatan, Rural)**

Founder	Developments	Changes - Management	Current Conditions	Sustainability
PESADA and community. Full Support: Original funding 70% NGO, 30% Parents.	Effective socialization process, participatory integration with PESADA, PESADA and TPA staff jointly managed TPA Board. Created curriculum with focus on issues of concern – i.e., local language, culture, stories, songs. Well developed, good quality, increased child welfare and capacity. Local policy created to donate 1 mug of Raskin for each child in TPA.	Phasing-out: of joint management after 2 years. NGO depart and TPA runs as PKBM Tinada with village gov to assess funding continuation through Dikbud Kab/ Prop Registered as PAUD in Tinada district. PKBM Director at Subdistrict Tinada. unclear / N/A.	Quality, welfare of caregivers and number of children is much reduced. Poor conditions, building needs rehabilitation. The proportion of funds now reversed. 70% user fee, 30% government funding and donors. The new village head killed Raskin policy, would not sign TPA grant proposals (competition with his own PAUDs)	Threatened disbandment: Land & building owners want it back; number of children now less than 25, the minimum number of children to qualify for BOP @ 600.000 / year With the number of children an average of 10-15, dues are insufficient for TPA operations without donor. PKBM need strengthening to access public funds

The other PESADA TPA that is very successful is the TPA Kasih Ibu that presents a very different model and one that immediately brought us to ask why the TPA Arkemo and the Tinada CU do not join forces. Seeing how successful the Kasih Ibu daycare is doing, it also leads us to question the very notion of registration and proposal writing to perhaps be given a meager support from local government – if and when they provide it.

**Table 7. TPA Kasih Ibu, Sidikalang (Foundation, Private, Urban)**

Founder	Developments	Changes - Management	Current Conditions	Sustainability
Women’s Credit Union (CU) PESADA	80% staff PESADA use the CU and TPA. Used also by women who attend training at PESADA training centre. PESADA facilitated the TPA as an independent business for office workers.	Originally as the TPA founded at the downtown central market that moved near the CU after a fire destroyed the market. Since this was too far for market workers to use, it shifted to CU and PESADA staff. Managed as a professional business.	CU PESADA has legal registration, managing the TPA as an unregistered business. Both the CU and TPA are profit earning. The TPA exists on user fees of Rp250.000/month with no government registration or support needed.	Supporting System between the CU and TPA is very strong, with an internal policy of providing SHU 2% for children. Under consideration to expand into PAUD Terpadu, or branch out by replicating the model in other areas.

TPA Kasih Ibu is a good example of a strong, community based TPA that is currently adapting to its environment – an environment marked by urban, educated, aware, young families. While the collaboration and profit sharing with the CU is a strong model for replication, the user fees also remain high at Rp 250,000 per month and thus beyond the reach of many of the poor. TPA Kasih Ibu has no intention of registering as it has no desire to deal with MOEC/PAUDNI paperwork or the yearly problems of managing proposals, signatures and ‘hoop-jumping’ for what they termed a tiny amount of money. Their concerned parents attend monthly meetings where they air their concerns, thoughts, ideas for the TPA. Parental concerns were focused on increasing the number of toys and games because parents were concerned their children were bored. Parents also objected to having to supply diapers as it meant TPA staff were not required to immediately clean a soiled child but rather could leave it sit until they were ready to change a diaper.

## MIDDLE CLASS ADAPTATIONS

TPA Tunas Lilin Midates, located in the regional centre of Salak is a perfect example of the commercialization of PAUDs. This TPA originally was directed at helping working class,

Figure 9. Meeting with Parents



suburban poor with a strong focus on Pakpak cultural preservation. Once PESADA withdrew its support, within a few years the entire structure, target base, language of instruction and even teaching style took on the demands of the middle class users who now paid for their service. We do not know if any strategy was provided for TPA Tunas Lilin

Midates to maintain financial security after PESADA withdrew support. It would seem a natural progression for the survival of the TPA to shift its focus from non-profit, social welfare to for profit.

With the change of user also came a change in everything else. From cultural preservation to school readiness, these changes reflect exactly how difficult it would be to create TPAs according to the idealism of the standards. Lessons, we observed, were teacher-focused and not child centered as demanded by the PAUD curricula. While we were present, the children were all shouting songs and answers in unison with no sign at all of “development according to the needs of the child”. The space was dark, dingy, cramped, and rather dirty although it was gaily decorated with colourful, but uniform child-made decorations. The standard requirement of 3 square metres per child was clearly not met here. Since parents expected their children to be prepared for SD, the focus was on learning to read, write, and recognize numbers rather than play and creative development. This narrow view of the goals of ECED is the norm as found by Lensen-Botter (2016) also.

Table 8. TPA Tunas Lilin Midates, Salak (Private Rural but government seat)

Founder	Developments	Changes - Management	Current Conditions	Sustainability
PESADA and one individual who owns the land and directs the TPA.	TPA managed by the director who has capacity and ECED experience. She also has connections with Education Dinas of Pakpak. Shifted target base from working class to office workers who pay for service.	Phasing-out: Individually managed as TPA PAUD. Child numbers enough for seed funding as PAUD and BOP. Tutor Incentive and training from Dikbud. Language of instruction entirely Indonesian.	Infrastructure is one with private home of director near main road but needs renovation, dark and not very clean. Accepts children from all backgrounds but mainly office workers. User fees cover all costs. Building and APE have not been revised or renovated since established with PESADA	Stable because of personal business and owner of building and land. Urban location naturally attracts many users. Plans to expand the facility by using available land surrounding the location.

Another middle class model observed in North Sumatra is that seen in TPA Mandiri.

Table 9. TPA Mandiri PAUD Terpadu (PKBM UPTD MOEC Kabupaten, Urban)

Founder	Developments	Changes - Management	Current Conditions	Sustainability
Individual UPTD SKB/PKBM Dikbud Kabupaten Dairi	Founded originally by Vera, a PAUD caregiver who took in teachers' children after PAUD and before they finished teaching. Based on connections with local teachers and UPTD SKB, the location of the PAUD, Vera was able to expand Dinas facilities to open the TPA which became	In 2000 facilitated by UPTD SKB Dairi via proposal to open TPA, and combine it with PAUD already using facilities at SKB UPTD Dairi Using funding and local policy, caregivers received training for TPA. Facilitated by and as (UPTD) SKB/PKBM Dairi, as an example of	People in the area use the PAUD TK and BP, but not so much the TPA because the fees are too high. PNS and schoolteachers use the TPA service.	Supporting System UPTD SKB/PKBM Dikbud Kabupaten Dairi very strong and sustainable as a PAUD Terpadu because of cross-subsidies that helps cover costs of other services such as TPA, which can be cross-subsidised by training centre activities and PAUD/TK. Since the TPA targets

Founder	Developments	Changes - Management	Current Conditions	Sustainability
	terpadu with PAUD and SPS.	PAUD as SKB/PKBM UPTD SKB Dikbud Kabupaten Dairi		schoolteachers, the service runs only to 2pm when teachers are finished.

Integrated PAUD TPA Mandiri, by collaborating with SKB/PKBM UPTD in Dairi regency, has provided for free a very attractive, clean, well presented teaching facility and grounds. They also apply yearly for teacher incentives and BOP but they still have not been able to provide services that can be accessed by poor families in the area. Monthly dues are still not affordable by most farmers or small traders. Despite their strong relationship with provincial government education service and PAUDNI – TPA Mandiri was the only TPA the Dairi Director of PAUDNI was aware of – BOP funding had, as of September, not been provided for 2016. BOP grants are based on agreements or proposals submitted yearly but payment is never guaranteed and thus can never be relied upon for the survival of a TPA.

## GOVERNMENT AND THE PEOPLE

*Daycare centres that are registered and running in my region? Just one: PAUD Terpadu managed by UPTD SKB DAIRI,...*

—Director, PNFI Kabupaten Dairi

*... That is just not true, that only one TPA in DAIRI is registered and running. There are many managed by individuals or foundations. We have the data; actually, we frequently invite the caregivers to come here for PAUD training.*

—Staff, UPTD SKB Dairi

It is understandable that TPA Arkemo Tinada has suffered a drastic drop in quality. Since assuming its independence as a Community Learning Centre (PKBM) and as a PAUD Terpadu (integrated PAUD), it should at least improve its ability to access government funding. This was not the case. Figures 1 and 2 (annex 1) show how nationally TPAs are funded. The vast majority of funding comes from user fees (81%), which already shows us that TPAs cannot target users that are unable to afford the fees.

Despite central government rhetoric on socializing and making PAUD accessible to all pre-school children, it is clear that village governments and the community itself are supposed to bear the burden. The TPA service is rarely even considered part of local government responsibility since by law BOP funds are allotted to TPAs only after all PAUD have been funded. Yet case studies reveal how BOP funding too is unreliable. Daycare in all examples must be established privately and financed solely by families who need childcare services.

None of the current designs for TPAs are viable without some kind of foundation or sponsor assistance. A model for non-profit daycare still needs to be found that can provide poor families and particularly poor rural families the support they need.

Law Number 23/2014 on the role of Regional Government in Basic Education Management and Management of Early Childhood Education and Non-formal Education comes into effect from October 2016. Regulation 5/2015 of the Minister of Rural and Isolated Regions, Rural Development, and Transmigration clarifies Priority Settings for use of the Village Fund with PAUD services as one of the target uses. Both of these laws and policies are appropriate for use in supporting routine funding in PAUD and TPA services in rural regions. Strengthening and supporting institutions such as the community learning centre (PKMD or SKB) fall under this policy with their programs, PAUD services, daycare and other types of pre-school services. But as we have seen, coordination and cooperation between sectors or departments, central government and regions are difficult to depend on and even harder to sustain. Further, what is the use of becoming a registered Community Learning Centre if there is no learning, no training opportunities on offer? Part of the difficulties of rural service remains the lack of capacity among caregivers and management that does not yet have a creative money-making sense or fund-raising ability.

Possible solutions would be donations through CSR or community leaders, political parties or mass organisations. With a proposal submitted to party headquarters or other centres, opportunities for funding can be arranged such as we discovered when we spoke with the head of the local BRI Bank. Their Corporate Social Responsibility proposals all must pass through head office in Jakarta but when we explained how TPA Arkemo only required about one million rupiah per month, his attitude changed entirely. Again, with a well designed explanation and proposal, the bank manager himself was happy to make the monthly donations for such an important cause.

## LESSONS LEARNT

- Middle class families can relatively easily access daycare in urban or rural areas in North Sumatra. Some of these will not be registered; individuals will run them from their own home; and they are managed on a fee basis without registration or expectations of support from provincial government.
- Routine support funding is needed from government or other parties for TPA operations that target poor families in urban and rural areas since it is virtually impossible for the poor to access daycare – or PAUD – any other way.
- The standard expectation that women will be willing to volunteer or work for a very low wage does seem to hold true but needs to be carefully considered in TPA design to avoid exploitation and undermines the goal of women's empowerment.
- PESADA experience shows that it is unrealistic to expect that funding can routinely be secured to support poor peoples' access to TPAs. Over the 25 years the TPA Arkemo in Tinada has been running, only the year it secured seed funding was it completely self-supporting. Prior to achieving independence, PESADA provided operational funds of 70% of costs with user fees providing 30%.



- TPA/PAUD Terpadu model in combination with SKB/PKBM or UPTD is a good model but a more sustainable means of securing additional funds is required to subsidize fees for poorer users<sup>70</sup>.
- The TPA in collaboration with a credit union also has possibilities but again, additional sponsorships will need to be found to cover costs for poor users.
- In order to attract poorer users, a slow, long term trust-building is required especially for those areas where the 'golden age' of child development is not yet known by potential users of the service.
- In addition to government funding, the TPA staff need to efficiently seek income-generating plans from holding trainings to securing sponsors. Seek sponsors through encouraging local employers to support a daycare centre through their CSR, identifying party affiliates and other moneyed individuals to provide a monthly stipend that could cover costs of salaries for staff.

Table 10. Data Matrix of TPAs in Kabupaten Dairi and Pakpak Bharat, North Sumatera

Recent Condition	TPA PKBM Arkemo, Desa Tinada, - Pakpak Bharat	TPA Terpadu Tunas Lilin Midates - Desa Salak, Pakpak Barat	TPA Kasih Ibu, Sidikalang, Dairi	TPA PAUD "Mandiri", Dairi
Location/Users	Rural – farmers, plantation workers, wage labourers	Rural – middle class civil servants, medical, entrepreneurs	Urban – PESADA NGO staff, CU staff	Urban – local teachers
Established	PESADA with Desa Tinada women's group 1991	PESADA with resident teacher (Personal) 1993	PESADA Women's Credit Union Established in 2011	Individual with training in ECD and contacts with Guru TK UPTD SKB Dairi
TPA Strategy and Design Reason/Strategy for Establishing TPA	Concern about the gender inequality among rural families where women took on the same farming/plantation tasks as men plus 100% of household tasks. Attempt to maintain and revive local Pakpak culture. * The backing of PESADA and community based approach is what created that trust.	Concern about the gender inequality among rural families where women took on the same farming/plantation tasks as men plus 100% of household tasks. Attempt to maintain and revive local Pakpak culture. * The backing of PESADA as trusted, community based approach to create that trust.	Originally was market based for poor workers. A fire at the market put a stop to all activities and moved to CU Sidikalang to maintain service. Since this was too far from the market, staff PESADA and CU started to use it. Next to CU and 5 min walk from PESADA office. * PESADA staff made TPA easily accepted	Began as Individual run TPA in home of PAUD teacher to meet the needs of other teachers who had nowhere to leave their children. This developed through personal contacts with other teachers and the SKB offices who offered the use of buildings and land for the service.

<sup>70</sup> A UNESCO model for microfinance that targets adult classes but can be adapted to TPA since they are under the same Dinas can be found here: <http://www.unesco.org/ui/ilitbase/?menu=4&programme=152> (microfinance models through CLC)

Recent Condition	TPA PKBM Arkemo, Desa Tinada, - Pakpak Barat	TPA Terpadu Tunas Lili Midates - Desa Salak, Pakpak Barat	TPA Kasih Ibu, Sidikalang, Dairi	TPA PAUD "Mandiri", Dairi
Infrastructure	Semi permanent house with tin roof and fenced. Maintenance and structure by local volunteers. Size of rooms is inadequate. 3 rooms: playroom, bedroom and kitchen. Limited indoor, outdoor play areas. <b>Status:</b> on loan free from local resident but they suspect the owners want the house returned.	Semi permanent structure adapted from the home of the TPA manager. 3 rooms: covered play area, sleep area, kitchen and bathroom, plus one room for the owner to live. <b>Status:</b> owned by director with plans to expand the facility on vacant adjoining land.	Permanent, new structure built by and right next to PESADA Credit Union (CU). Limited play area/materials – parents complained not enough play/games and kids are bored. <b>Status:</b> owned by CU – free for use	Permanent building on wide open area owned by MOEC for UPTD SKB. Wide, airy, attractive, well presented in a large park with outdoor and indoor toys. <b>Status:</b> Permanent and free.
Form and Integration	Status PKBM- for operational permission to receive incentives from SKPD from APBD district PKBM submit proposal for TPA PAUD to Dinas Dikbud Kabupaten	TPA + PAUD Terpadu established because there was already a facility and children (independent from PESADA)	One TPA – planned to add TK in future.	PAUD Terpadu, integrated PAUD Formal and Non formal (TK, TPA, Play Group & SPS religion).
Provision	Snacks provided. Milk and lunch supplied by parents	Lunch, snacks and milk provided.	Lunch, snacks, milk brought by parents from home.	Lunch and milk brought from home by parent. Served to children by tutors. Breast feeding directly or store milk in thermos.
Interaction with government/ PNFI (Kurikulum, Akreditasi, Sertifikasi Guru dll)	Registered as TPA PKBM. Uses Curriculum 2013. Caregivers trained in Curriculum 2013: PAUD education training from PNFI. Reports regularly to Dikbud/PNFI. Registered as caregivers through UPTD SKB Pakpak	Registered TPA Perorangan from Dinas Dikbud Uses Curriculum 2013. Caregivers attend training in Kurikulum 2013. Reports regularly to Dikbud/ PNFI. Attends caregiver refresher courses yearly from PNFI.	No registration or interaction with PNFI	Registered TPA from Dinas Dikbud, through proposal submission. Collaborates with UPTD KBM Kabupaten Dairi that already has a PAUD for terpadu status.
Funding/costs to users/gov support/donors	Parent fee: Rp 50.000 – Rp 100.000/mo PKBM – through proposal in 2007 > accessed Seed Fund for PAUD – 40jt. 2007 2015: Kabupaten fund (dana desa) with yearly proposal > BOP, teachers' Incentive 2016: failed to get funding because of a change in village leadership who refused to sign s.	Parent fee: 100.000/mo and 30.000 registration fee. Must have birth certificate Dinas Dikbud: provided supplementary feeding (stopped in 2016); transport and incentive for caregivers continue but as of Sept, has not been provided for 2016. BOP: 600,000/child per year	Parent fee: 250.000/mo. No support from GOI	Parent fee: 250.000/mo. Seed funding to start 40jt. BOP and incentive yearly through PAUD Terpadu.
Teacher Salary	Caregiver: Rp. 500.000; Manager: Rp. 400.000	Rp 500.000	Rp 500.000	Rp. 500.000 – Rp 600.000

### 4.3. CASE STUDY 3: TPA BERINGHARJO, YOGYAKARTA

#### BACKGROUND: RECOGNIZING A PROBLEM

The establishment of TPA Beringharjo is unique in that it is a story about recognising a



problem and being in a position to actually address it efficiently and systematically – despite the lack of efficiency in the bureaucracy tasked with managing all PAUD services. In 1994 the wife of the then mayor of Jogja, Mrs Aty Widagdo, noticed two things about Beringharjo Market, the oldest and largest traditional market in Jogja.

First, she saw that the female market sellers and coolies tended to bring their babies and young children with them to work. These children would either be carried all day long in a sling across their mothers' chests or backs, depending on what the women were doing or carrying. If the children were old enough to walk, they could be seen running wild around the market. Second, she knew that the old offices across the street from the market were vacant since the recent renovations and, being a heritage building, could not be demolished. The wife of the mayor is also the head of PKK. Putting those influential positions together, she suggested the building be cleaned up and used free of charge as a day care centre for market workers.

Despite functioning as a TPA since 1994, the official letter of permission to use the building was only issued in 2006, after the current TPA director, Ibu Nunik Kurniawati, had been directing for five years. Following the huge PAUD boom begun in 2004, TPA Beringharjo was labeled a "City Pilot Program in PAUD" in 2006 – despite still having no official permission to function as a PAUD because the land letter had not yet been released. It was in the year 2010 that TPA Beringharjo was officially designated and registered as a PAUD. The constant praise and recognition through 'study tours' by other regional government officials to TPA Beringharjo for creating the nation's first totally government subsidized pre-school are what assures the TPA will continue running, and most importantly, funded.

#### ESSENTIAL FIRST STEPS: COMMUNITY-FOCUSED

*These market workers were not stall owners, but rather they had to be the workers and coolies, those that truly did not have money for alternative childcare services.*

—Ibu Nunik Kurniawati (TPA Director)

Encouraging poor women to trust PKK women to take care of their children, even if for just a few hours, was no easy task. A daycare service was utterly unknown to these women who habitually would simply carry their small children with them all day long, pretty much



neglecting them while they worked. The hardest part of the initial daycare promotion project was to change the mindset of these women who knew nothing about daycare or the significance of early child development. Rather than explain theories on child development, it was best to just show them. Examples provided were as follows:

“Look, Bu! We have activities here for children. See what we can do for them.”

“Leave them right here and we will mind them for you, feed them, and keep them safe so you can get on with your work.”

“You can come see her through the window. She will be right here the whole time.”

Over a few years, the TPA became so popular among market workers that they needed a filtering system so that only workers, not stall owners, could use the facility. With Ibu Nunik a staff member of the local Office of Women’s Empowerment and Child Protection, it is this office that continues to provide funding for the TPA and stipends for the caregivers directly from their city budget (APBD), as the branch of the bureaucracy that is affiliated with the PKK movement. An alternative source of funding, the City Office of the Department of Social Welfare, requires that only the most needy children were supported. Thus, the TPA accepts children only from those who truly cannot afford any alternative childcare options.

Unlike the PESADA founded TPAs, this one does not focus on improving the lot of mothers who work at the market – only their children. Following the ideology of PKK, men are the heads of households and the main income providers. Women can and should help provide additional income. In line with PKK ideology, improved economic empowerment can improve a family’s welfare but only as long as women do not forget her main duties as a mother.

Children too are trained in national ideology and character building. The spirit of nationalism is introduced by singing Indonesia Raya every Monday. On national holidays such as Kartini Day, the children dress in ‘traditional’ clothes and parade through town in decorated horse drawn carriages (*andong*) in introduction to Kartini. Children are taught to respect their elders and parents and to pray and thank God for everything they receive in life. A child’s potential can grow through these kinds of better influences such as understanding through togetherness.

“Togetherness is very important, because there is nothing that can be done alone and together we learn mutual respect and acceptance. With togetherness we will obtain better results as a people”, reported Ibu Sulis, the PKK representative of the mayor’s wife who coincidentally was there to oversee the slaughtering of a goat with the children for Idul Adha.

## FUNDING AND FINANCING

According to news reports, the Beringharjo Market TPA is the only continually running non-commercial TPA in the country located in a traditional market<sup>71</sup> and funded yearly through the regional budget (APBD) – although it is difficult to verify this. It is completely subsidized to support poor women who pay a user fee of IDR5,000 per day of use. If they do not bring their child, they do not pay. For that Rp5,000, the children receive two snacks, lunch and milk or juice. If mothers have a hard time paying that Rp5,000, they may be exempt. Why is there a charge, albeit a very small one? For any government-funded projects, there must be an

<sup>71</sup> <http://indonesia-feature.blogspot.co.id/2015/06/tpa-pasar-beringharjo-satu-satunya-tpa.html>. Pesada had created the first market-based TPA in Sidikalang in 1992 but the market was destroyed by fire. Apparently there is also TPA Tunas Jaya in Jakarta also <http://wartakota.tribunnews.com/2014/03/07/di-tpa-kramat-jati-anak-buruh-pasar-diajak-rekreasi> and <http://sp.beritasatu.com/home/belajar-dan-bermain-di-pasar-induk-kramatjati/50644>

*iuran*, or contribution/dues paid by members. This, according to Pak Joko at the Jogjakarta City Office of PAUDNI, is what promotes ownership and responsibility.

One woman who dropped her son off as we visited, told us she awoke by 3am every morning to make *gulali* (a traditional snack), that she sold on the street near Beringharjo. On her best day, she could make IDR15,000 of which she happily gives Rp5,000 to the TPA. With confidence and pride, she explained that she would not accept a discount. She said, "This has become my duty. My son is far better off here than if he stayed at home with a neighbor or if I carry him around".

After being listed as an Experimental PAUD in 2006, the Department of Social Welfare (DepSos) also covered running costs through a program called Under-Five Child Social Welfare Program. With this program, up to 40 neglected and abandoned children from the area surrounding the market were brought to the TPA for the day. To this day, staff still comb the streets and riverside to invite street children to come and spend the day with them in the TPA where they can enjoy safety from the streets, meals, educational activities with other children.

APBD funding is not automatically renewed each fiscal year, however. TPA directors and PKK must request again their funding as well as justify any additional requests through proposal writing each year. Despite the government funding, other costs still require sponsors. Ibu Nunik regularly requests donations from surrounding businesses to assist in covering special costs such as to cover the fees of a day trip or a holiday celebration.

According to Bu Nunik, the major expense of running the TPA is in the salaries of the 6 staff, who receive the regional minimum wage of IDR1,400,000 per month. Additional costs are needed to purchase learning materials, toys, books, and other educational materials (known locally as APE for *Alat Pelajaran Edukatif*). These costs can be minimal after the initial expense. In short then, without accommodation costs, funding for a TPA includes salaries, snacks and food for the children and staff, and the initial investment for toys and materials.

TPA Beringharjo is not able to receive BOP funding as they already receive alternative funding from the government.

## COMPETENCE AND QUALIFICATIONS

Thanks to good management in Ibu Nunik, TPA staff are thoroughly encouraged to improve their qualifications. Three of the six staff already hold S1 in ECED or psychology. Those who do not yet hold these qualifications have attended PAUD training courses for caregivers. Bu Nunik strongly supports her team through actually sponsoring their education. Those who decide to pursue an S1 can get their education costs covered. If she does not have the money, Bu Nunik will borrow it until it can be paid in installments with their salary. The very idea of women, especially with qualifications, working as volunteers is unacceptable to her. Not only is it exploitation, it is unhealthy for the development of the TPA as underpaid or unpaid women will never commit to staying for the long term.

Instead, like Bu Nunik herself in the same job since 1999, her staff of caregivers and tutors has been reliable and consistent for the long term. This consistency has strongly supported the successes of the TPA despite the snail's pace of the bureaucracy in backing them up. Now, the TPA has operational permission and is fully registered with MOEC (NPSN), after more than 20 years of service.

## COORDINATION AND RELATION AMONG STAKEHOLDER

*Actually, there are many opportunities for funding for TPA operations or activities, through other government or private sources. We just need to actively search for them.*

—Ibu Nunik (Director TPA Beringharjo)

In addition to her exceptional and innovative leadership skills, Bu Nunik as the Director of TPA Beringharjo is fully supported by the PKK movement of Jogjakarta city. Through carefully managing these highly influential relationships, Bu Nunik succeeds at coordinating resources available within the bureaucracy and other sources. In exchange, the TPA provides the city and the PKK movement with a sense of unique pride, a rare and highly visible social support

**Figure 11. Playroom**



system that shows the world how effective government funding for the poor can be. Beringharjo is one of the main tourist attractions in the city. It has long been seen as a centre of poverty for female labourers, especially those who carry stock or purchases on their backs. The focus on the poorer classes of the city is what has helped strengthen collaboration between the TPA and Social Welfare Offices, who bring children from several orphanages to visit the TPA on a regular basis.

The Puskesmas of Condomanan comes monthly to check on the children's development. The city government also provides free transportation for recreational and study tours away from the TPA, all of which are regularly covered by the press.

The city is so proud of its successes in creating this subsidised TPA that it is creating another one at Giwangan Market, again under the direction of PKK and City Government as part of their campaign to create a City Safe for Children. Interestingly, the Ministry of State Owned Enterprises (BUMN) in collaboration with the City Market Management Board funds this one. Also included in the central board of this TPA are PT Kereta Api Indonesia, PT Primissima, Barata Indonesia, and PT Taman Wisata Candi Borobudur, Prambanan, and Ratu Boko<sup>72</sup>. What this shows more than anything is that TPA sponsors can be found anywhere, as long as the TPA is well publicized and presents a sincerely benevolent public face.

*"After all, children are our future generation whose own development must be safeguarded, so they are not neglected because their parents are too busy earning a living", says the director of Market Management for Jogja City.*

<sup>72</sup><http://www.jogjakota.go.id/news/Wujud-Kepedulian-Kementerian-BUMN-dan-Pemkot-Pasar-Giwangan-akan-Dilengkapi-TPA#sthash.upr8sUKI.dpuf>

## LESSONS LEARNED

- Good, strong leadership with a belief in the goals of the TPA and the welfare of its staff lead to very effective growth over the long term as well as strong women's empowerment through capacity building and decent salaries.
- Sustainability of a TPA targeting the poor is clearly better off if routinely sponsored by local government through their own city budget at least to cover salaries and educational supplies.
- Health checks, supplementary feeding and other operational costs can be arranged through other stakeholders such as Posyandu, Puskesmas, and private donors in addition to user fees.
- Successful collaboration with PKK Movement (as in Bunda PAUD and as the regional leader's wife) can support the facilitation of government resources and assist routine funding of the TPA through regional budget.
- The Jogja model shows how a well publicised, very visual program of support for the poor can attract many willing donors from among a wide variety of SKPDs.
- The positive publicity from this successful city project has led to an expansion of the same model in another traditional market at Giwangan. As with Beringharjo, there is much fanfare and a long line of SKPD donors.<sup>73</sup>

## EXAMPLES FROM AROUND THE WORLD

Worldwide, the characteristics of quality early learning programmes designed specifically for under-privileged children are reviewed. Not all are TPAs but the focus and approach could provide useful ideas for pilots in Indonesia.

### **Promoting local culture:**

A South African programme promotes Ubuntu - respect and self restraint - in the active lives of young township based children. "Programmes which are responsive to the local culture experience high levels of enrolment and retention, and prove to be sustainable in the longer term, as parents recognise the value of early education for their children." <http://www.ubuntufund.org/approach-impact/the-ubuntu-model.html>

### **The importance of being taught in a familiar language:**

The Te Whāriki curriculum for early childhood care and education in Aotearoa, New Zealand offers not only authentically 'multicultural' dimensions, but also a variety of types of childcare and early education to meet the family circumstances of its users, including home-based services and 'language nests' (kohanga reo) for immersion in Māori language. <http://www.education.govt.nz/early-childhood/teaching-and-learning/ece-curriculum/te-whariki/>

### **Religious approaches:**

The Madrasa Resource Centre (MRC) in Kenya provides teacher training and low-cost/no-cost educational resources for preschools. It also coordinates outreach work, community support, and self-help. Its cycle of development, which lasts for 2 years, includes (i) mobilization and sensitization of the community, (ii) establishment of the community preschool, creation and

<sup>73</sup> See <http://jogja.antaranews.com/berita/341661/pasar-giwangan-segera-dilengkapi-penitipan-anak>

capacity building of key support structures including a local School Management committee and Community Resource Team, and (iii) professional development and in-classroom mentoring of locally identified/hired teachers which includes ensuring teachers understand how to develop/maintain low-cost, effective teaching and learning materials. Pre-schools are mentored for 2 years after finishing the initial development cycle although the interaction is significantly lower (a handful of visits per year rather than 2-3 each month which occurs in the initial phase). The MRC also supports preschools with small grants to undertake renovations and establish community and classroom libraries.

The curriculum in the MRC preschools includes traditional stories and songs, narratives from the Koran and art activities that incorporate African and Islamic motifs, as well as the adab, the rules of etiquette, courtesy and cleanliness rooted in East African culture. <http://www.educationinnovations.org/program/madrassa-early-childhood-programme-mecp>

### **Wawa Wasi – Supporting poor working women across Peru**

The Peruvian Wawa Wasi is a community-based day care programme for children from 6 to 48 months old created by the government and running in over 150,000 homes since 1993. Selected women from the community take care of up to eight children during weekdays in their own homes, after undergoing training for the role. Community kitchens provide food. From the perspective of parents, Wawa Wasi was a place where children were kept safe and fed nutritious meals, allowing their mothers to work – and where their mother tongue was promoted.

There are three types of Wawa Wasi. The first, and most common, is the family Wawa Wasi, where a Mother-Carer takes care of a maximum of eight children from the community at her home. The second is the community Wawa Wasi, where local authorities provide premises that may care for up to 16 children in the charge of two Mother-Carers. Finally, there are institutional Wawa Wasi, which are sponsored by institutions that wish to adopt the practice in their own locale and which can meet all expenses. The institutions could be municipalities, NGOs, local organisations or other public or private organisations. Recently, however, the programme has started a fourth type of Wawa Wasi, called Qatari Wawa, aimed at children in rural communities in the Andes. <http://www.unicef.org/sowc01/countries/peru.htm>; <http://www.younglives.org.uk/sites/www.younglives.org.uk/files/YL-WP51-Cueto-WawaWasi.pdf>

### **Finland's daycare – the education miracle**

In Finland, which has for 16 years scored number 1 in world education, the main aim of early years education is not “education” in the formal sense but the promotion of the health and wellbeing of every child. Daycare is to help them develop good social habits: to learn how to make friends and respect others, or to dress themselves competently. Official guidance also emphasises the importance in pre-school of the “joy of learning”, language enrichment and communication. There is an emphasis on physical activity (at least 90 minutes outdoor play a day). The main goal is to make sure that the children are happy and responsible individuals. Play is carefully organized to develop learning skills such as attention span, perseverance, concentration and problem solving, which at the age of four are stronger predictors of academic success than the age at which a child learns to read.

Initially envisaged in the 70s as a way of getting mothers back into the workplace, daycare has also become about “lifelong learning and how we prepare young children”. About 40% of 1-3-year-olds are in daycare and 75% of 3-5-year-olds. Optional pre-school at the age of six



has a 98% take-up. [https://www.theguardian.com/education/2016/sep/20/grammar-schools-play-europe-top-education-system-finland-daycare?CMP=fb\\_gu](https://www.theguardian.com/education/2016/sep/20/grammar-schools-play-europe-top-education-system-finland-daycare?CMP=fb_gu)



# 5 CONCLUSIONS AND RECOMMENDATIONS

*In the context of Indonesia, the achievement of One Village One ECE Center Program reached 72.29 percent or 58,174 villages already have at least one ECE Center. The achievement is encouraging and shows that early childhood education has now become a society movement.*

—Ella Yulaelawati (Director of Early Childhood Education Development)

Increasing the availability of daycare facilities can significantly increase the amount of time women can spend on productive activities, engage in social dialogue, access training and other measures that can increase their income opportunities. Daycare facilities can therefore contribute to economically empowering women and enabling them to access the formal economy as well as increase her participation in the political and social landscape. While care of dependents has often been seen as a private, hence women's, responsibility, it has been given a low priority in public policies.

With a focus specifically on poor, rural and urban women, the study found three reasons why these women do not seek out daycare services:

- 1) Lack of awareness: The rapid PAUD expansion has not reached 28% of the hard-to-reach regions and communities; thus it remains a relatively unknown element.
- 2) Expense: PAUD services are by design a community-driven project; meaning communities must find ways to cover the majority of operational costs. PAUDs are noted for being very expensive.
- 3) Gender ideology: Traditions, decades of slogans, PKK/Posyandu activities, and habits all demand that women are alone responsible for the care of young children—a belief that contrasts sharply with the notion of leaving a child in a daycare service.

The means of promoting daycare will require:

- 1) Information and awareness-raising to show how and why PAUD services and daycare in particular have more benefits than leaving a child with a family member.
- 2) Subsidised service to make costs acceptable to the poor.
- 3) A direct challenge to the ideological positioning of women as sole caregivers and men as sole earners -even when women are also earning.

A model for TPA is needed that can readily support the GOI's PAUD expansion and compulsory pre-school, take advantage of the ideological shifting toward recognition of the importance of the early years in a child's development, and put directly into practice the innovative HI-ECD scheme to increase the participation, development, protection, stimulation and education of young children—as well as provide increased opportunities for women. This is a momentum that can be a great asset to the promotion of daycare services and especially subsidized daycare that specifically targets the poor, the marginalized, and the isolated communities that have not yet benefited from the PAUD expansion. The **PAUD Terpadu** format combines TK with KB and TPA services. This model could be a means of

supporting local government to meet its TK requirements with additional expanded daycare service in one location. The momentum toward compulsory TK could be used to support and encourage the creation of a TK/PAUD with GOI sponsorship that adds further options for younger children through a play group (KB) as well as expanded TPA care for after TK or KB hours. Multiple partnerships, including subsidies from public sources are essential for the viability and sustainability of these programmes.

To achieve these goals, the TPA design process could benefit from the following findings:

## 5.1. AWARENESS AND ACCESS

Isolated regions have not benefited from the GOI's PAUD expansion, but they may have learned about the advantages to their child's development that ECED can offer. Those TPAs visited that originated out of a desire to help poor, working women all stated that convincing these women to place their children in the TPA required a long process of trust-building that, in all cases (Aisyiyah Nur'aini Yogya; Beringharjo Yogya; Arkemo, Tinada) took years to earn. In every case, these TPAs were founded in the 1990s, long before the GOI started its campaigns to achieve Sustainable Development Goal 4 on quality education and the One Village, One PAUD program. Public awareness of these benefits should assist new efforts.

For young families of all socio-economic backgrounds, especially those with both parents working, TPA is not just an option, but a necessity. For informal and agricultural worker families, TPA access is not a pressing need since an extended family member is usually available – a luxury not available to those who have migrated away from their home village. As Indonesian society becomes more aware of the importance of ECED and with the GOI's responsibility to provide TK facilities, demand for subsidised PAUD and TPA services will increase.

- Selecting areas that do not yet have PAUD or TK services may be advantageous to collaborations with local government and access to SKPD training facilities as potential location for the new PAUD Terpadu.
- Research the history of PAUD/TPA in the area. Are there negative assumptions based on past efforts? Address any negative assumptions parents may hold (i.e., children are drugged to sleep all day; children can be sexually abused or trafficked; the cost is prohibitive).
- Ensure the demand exists. Are there enough babies, toddlers, children to justify the expanded TPA?
- Seek support from local leaders and independent women's groups such as Credit Unions, PKK, and any women's cooperatives in the area. Hold socialization meetings where local leaders can help explain the benefits of the PAUD/TPA to the whole community.

## 5.2. PAUD POLICIES AND GOALS

The ideological foundation for the GOI PAUD expansion is its benefits for children, not women. Whereas historically, the role of daycare was to benefit women, free them to work, study, attend rallies, in short, improve herself, her environment, her independence, and her fledgling nation; this is not what is being emphasised today because of the overwhelming emphasis on TK (formal) not TPA (non-formal PAUD). The government focus on early child



development now is presented as the most powerful influence on a child's well-being related to their physical, cognitive, psycho-social and emotional development. If children's early learning, growth and development are promoted through holistic approaches (i.e., HI-ECD), then in their later years they are more likely to lead healthier, more engaged, productive, and successful lives (i.e., Bappenas 2015:137). With the MAMPU/KOMPAK collaboration emphasising benefits to women, it will be important to recognise and use this ideological shift.

- Gender training for families and staff: With so much effort on child development and productivity, it is a logical move to emphasise smarter, stronger, more independent, and capable mothers too. Working mothers with family lives based on equity and equality will provide a far better example for children on survival in this modern age. Following the advice of PESADA, as well as Ibu Ella's demand for gender mainstreaming in all PAUD (Yulaelawati 2016), gender sensitivity and equity training could be a useful accompaniment for PAUD/TPA users and staff alike.
- Shared and clear goals: Be aware of what local parents expect and demand from the TPA and be sure to address these expectations. Are they interested in mainly preparation for SD, religious training, character building and discipline or are they aware of the expanded benefits of play and fun on their child's development?
- The goals proposed in the standards policy (Ministerial Decree 137/2014) and Curriculum 2013 (Ministerial Decree 160/2014) on ECED in general are not well-understood nor put into practice in many PAUDs. Thus, goals need to be clear from the start and curricula will need to be developed with clear examples that show caregivers how to reach those goals with children.
- Ensure that goals are agreed upon with parents and that they do not see the TPA as a means for *CaLisTung* and 'good character' shaping alone.
- The issue of good character, one of the pillars of the new Curriculum, needs to be better understood along with a means of achieving it.
- Collaboration on founding the PAUD Terpadu or TPA with local government will help the registration process as well as the provision of a suitable structure. Case study 2, TPA Mandiri in Dairi, provides a good example of such collaboration with UPTD in sharing facilities and caregiver training.

### 5.3. COSTS AND FINANCING

The Education law 20/2003 originally maintained the obligation for funding PAUD services with communities and specifically users. Ministerial Decree 23/2014 that comes into effect in 2017 shifts funding responsibility for PAUD to the regional government. Thus, there is a need to advocate for funding through local budget. The Village Law (Dana Desa) No. 6/2014 is an attempt at repeating the Community-Driven Development principles of the PNPM process of deliberation and consensus as a means of ensuring regional autonomy works for all – although nothing in the law ensures it supports the poorest households. While the law suggests 5% of the Dana Desa should go toward PAUD, this is a suggestion and the term usually refers to the formal service. How the money is spent depends on a process that is cumbersome and needs to be repeated every year. Good relations with supportive village leaders are essential. It is important to recognise the commercialisation of PAUD and TPA and the shift from poor women's support initially to middle class financial stability

experienced by two TPAs in the case studies (TPA Aisyiyah Nur'aini in Yogya and TPA Lilin Midates in Dairi).

- **Costs:** From case studies, middle class families paid IDR250,000 per month for their TPA service in rural areas and a minimum of IDR500,000 per month in urban areas. Poor families paid between IDR5,000 per day (urban) and IDR50,000 per month (rural). Flexible costing measures include paying with produce or labour instead of money.
- **Subsidised PAUD:** In addition to BOP and Dana Desa, it will be important to secure donors for the stability of the service. What steps GOI will take to create TKs in the regions without service once the compulsory TK law comes into effect is unknown. Thus, the PAUD Terpadu model could have the advantage of stable financial support from GOI.
- **Additional sponsors:** Through CSR agreements with local industries such as plantations or others, monthly costs for salaries and donations of food can ensure consistent support for poorer users.
- **Collaborations with local credit unions or women's cooperatives** had been successful in Sidikalang.

## 5.4. GENDER IDEOLOGY AND EMPLOYMENT

The current emphasis in Indonesia on community-driven development of formal PAUD services is based on an expectation that local women will volunteer their services through PKK and other models that utilize women for national development purposes. Even PESADA's pro-women's approach to daycare lists the need to find staff who are willing to work below minimum wage (PESADA nd). This undermines the women's empowerment issue underlying the initial motivation for this study.

- Following TPA Beringharjo, salaries and professional improvements for caregivers need to be on par with other full time careers.
- While our field research did not find women who had changed their careers because of the TPA service, they did report how much more relaxed they were and how they had more time for work and study. For poor women, career advancement is unlikely to occur without specific training programs, gender sensitivity training for user families and caregivers, or livelihoods support – all of which could be supplemental programs offered to communities.

## 5.5. PRACTICAL MODELS

For TPA, the current laws and policies cannot be said to be establishing an enabling environment for those most in need. This is evidenced by the continued lack of pre-school services for 28% of villages in isolated and other hard to reach communities, the lack of government subsidised, free services, and the numbers of registered TPAs against the unknown number of those never registered and how few are actually accredited or monitored. The PAUD boom has certainly encouraged many to open TPAs for commercial purposes but these target the urban middle and upper classes.

- **Collaborations:** Linking the TPA to a credit union or women's cooperative, a respected local NGO or a trusted mass organization has been seen to be very helpful in

establishing and maintaining a service – although the down side also needs to be recognised. Will collaborating with Muhammadiyah, a church, or a political party, for example, stop non-members from using the service?

- Recognise local needs: While all the research covers children from 0 to 6, what services exist for children already in SD? Classes end early so children need pick up services and a place to stay until their parents finish work. Nothing in the literature discusses the daycare needs of these older children. Possible needs and suggestions are listed:

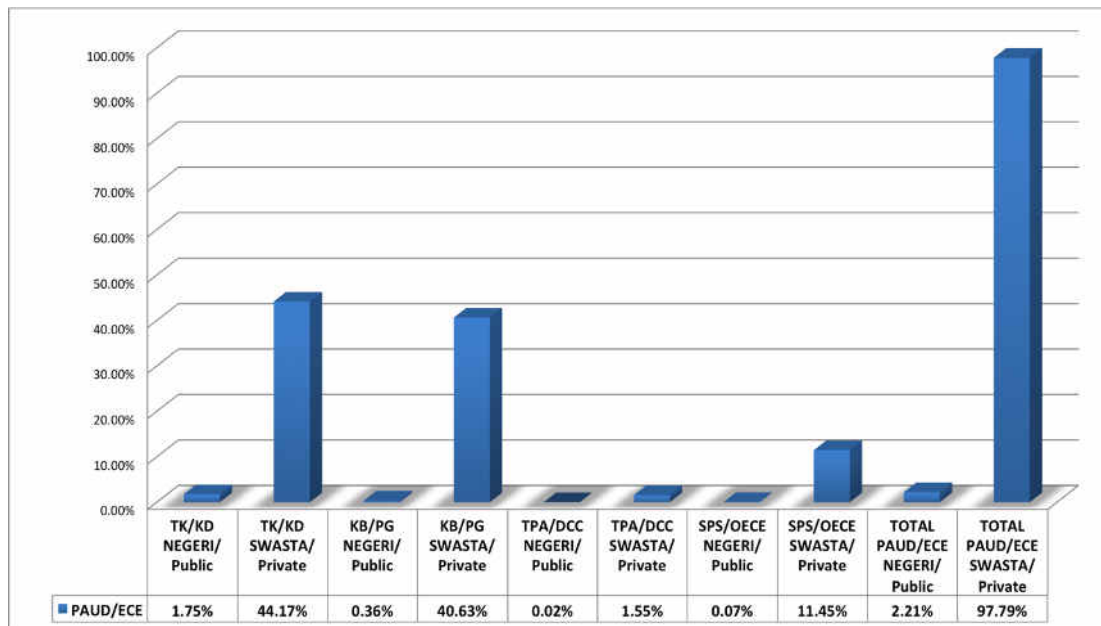
Daycare needs of workers	Possible workplace/community solutions
Care for young children until the start of formal schooling Out-of-school care for children of school age (before and after school, lunch breaks, holidays) Back-up care for emergencies (child of any age)	Company or on-site daycare services Facility in community subsidized by or linked to workplace Some form of vouchers or financial support to cover costs of daycare Referral services

- In line with the holistic demands of HI-ECD, the TPA will need to collaborate with local Posyandu and Puskesmas to ensure and monitor children's health.
- Good nutritious meals and snacks should be served to ensure children are getting the nutrients they need.
- Following PESADA suggestions, a strong focus on local languages and traditions, specific cultural engagements and environmental protection could be instilled in children from a young age.

# ANNEXES

## ANNEX 1: CHARTS AND FIGURES

Figure 12: National PAUD Management<sup>74</sup>



<sup>74</sup> Pusat Manajemen Terpadu PAUD [http://manajemen.paud-dikmas.kemdikbud.go.id/#/laman/sp\\_ringkasan/0/000000](http://manajemen.paud-dikmas.kemdikbud.go.id/#/laman/sp_ringkasan/0/000000)

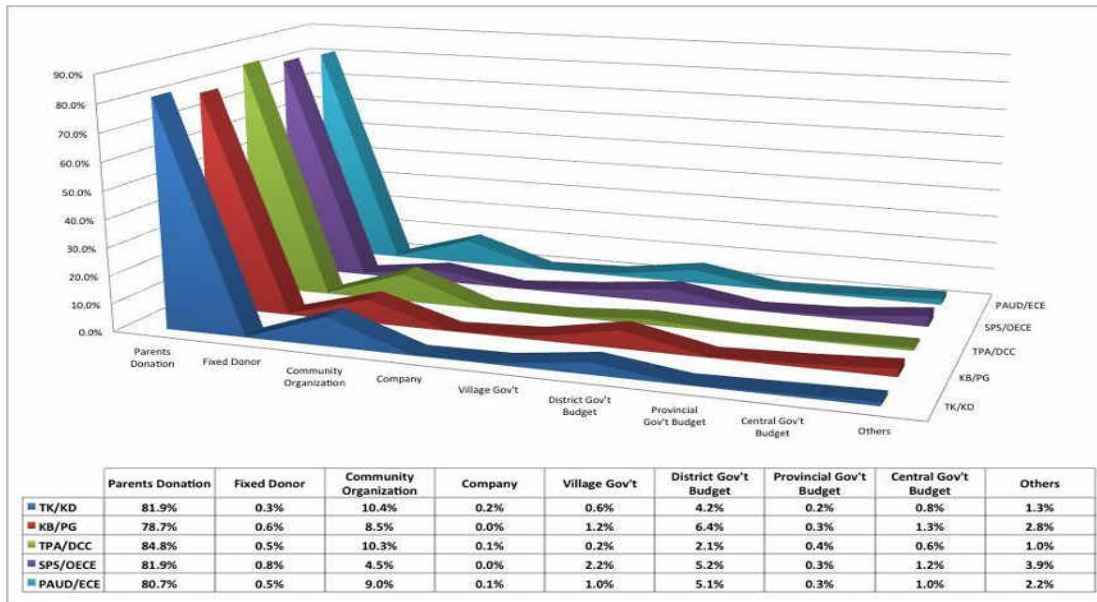
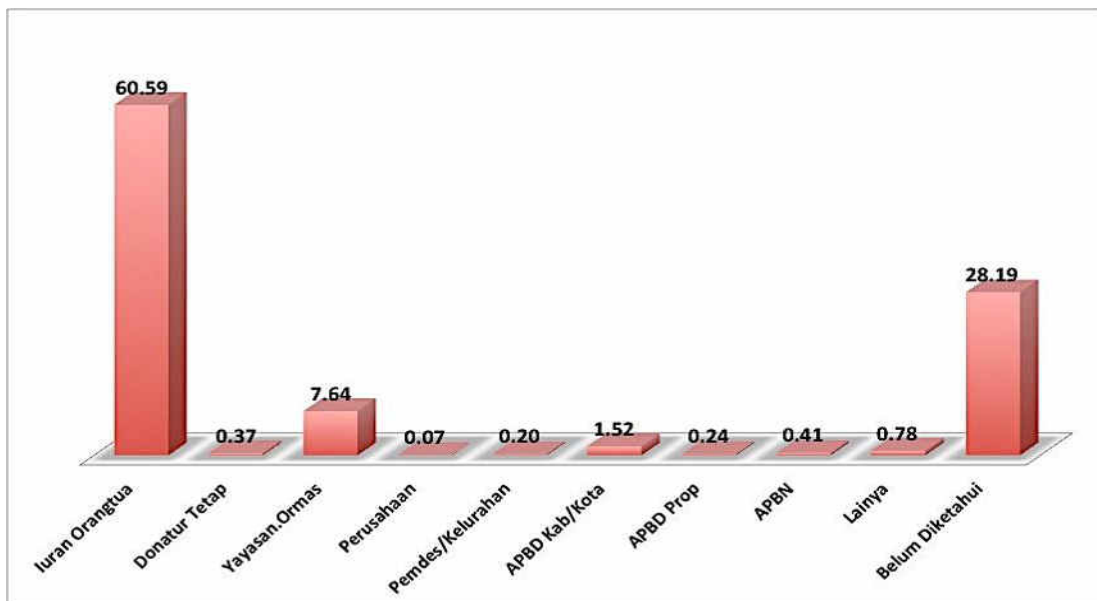
Figure 13. Source of PAUD Funding<sup>75</sup>

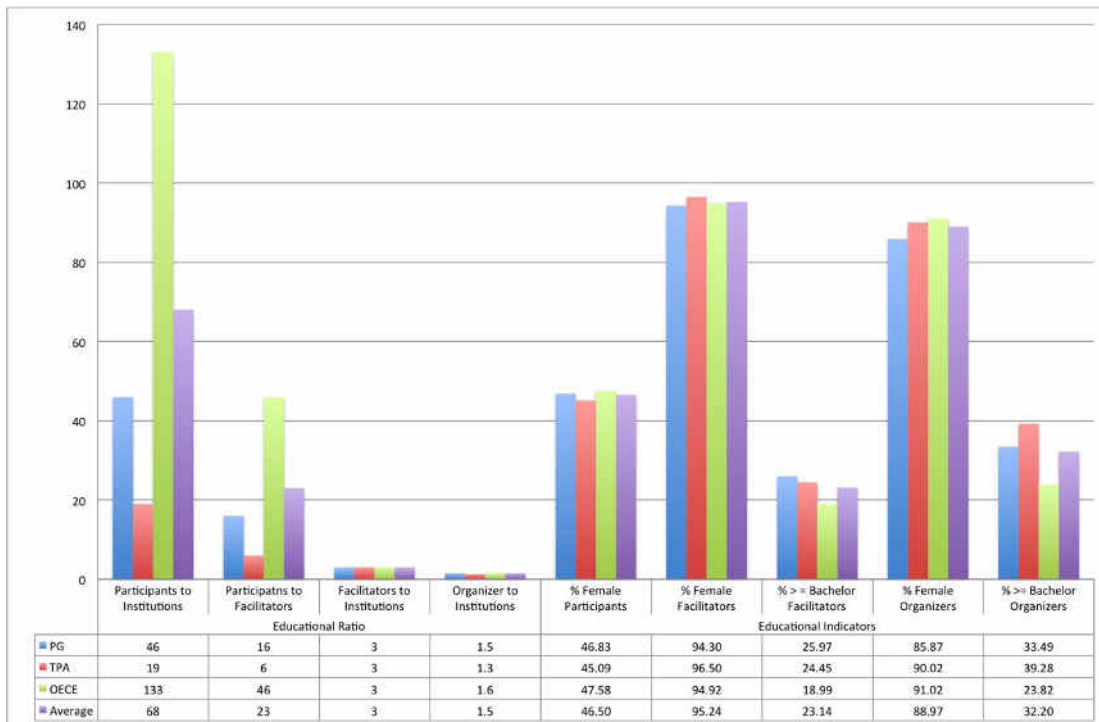
Figure 14.

Funding Sources TPA PAUD<sup>76</sup>

<sup>75</sup> Pusat Manajemen Terpadu PAUD, [http://manajemen.paud-dikmas.kemdikbud.go.id/#/laman/sp\\_sumber\\_pendanaan/0/000000/TK](http://manajemen.paud-dikmas.kemdikbud.go.id/#/laman/sp_sumber_pendanaan/0/000000/TK)

<sup>76</sup> Pusat Manajemen Terpadu PAUD (Sep 7, 2016: 9.57 Wib) [http://manajemen.paud-dikmas.kemdikbud.go.id/#/laman/sp\\_sumber\\_pendanaan/0/000000/TPA](http://manajemen.paud-dikmas.kemdikbud.go.id/#/laman/sp_sumber_pendanaan/0/000000/TPA) [http://manajemen.paud-dikmas.kemdikbud.go.id/#/laman/sp\\_sumber\\_pendanaan/0/000000/TPA](http://manajemen.paud-dikmas.kemdikbud.go.id/#/laman/sp_sumber_pendanaan/0/000000/TPA)

Figure 15. General Educational Indicators PAUD (KB+TPA+SPSY)<sup>77</sup>



<sup>77</sup> Statistik Pendidikan Anak Usia Dini 2014/2015, 2015, Sekretariat Jenderal Pusat Data dan Statistik Pendidikan dan Kebudayaan, Kementerian Pendidikan dan Kebudayaan Republik Indonesia ibid 8

## ANNEX 2: MILESTONES IN ECED POLICY DEVELOPMENT

### Laws and Policies: Main points

### Notes and Background: Strengths/Weaknesses

Educational Autonomy: on the handling of governance at central and regional ECD.

- National Level Workshop on ECD
- Start ECD Non-formal education channels (KB, TPA, SPS in the form of the integration of early childhood services with Posyandu)
- The government and the World Bank began to support the PPAUD Program (1998-2004)

The importance of early childhood education becomes the focus of attention; the various Departments and International Institutions, various test approaches and programs began.

Regions are not ready for educational autonomy, where emphasis is on economic development and infrastructure.

The diversity of models and trials has not been integrated while the need for ECED felt, especially in urban areas where most women work formally.

Establish a new directorate of early childhood within MOEC.

Encouraged policy development

Provided strategies for awareness raising

UNICEF initiated integrated health service clinics for mothers and children (*Taman Posyandus*) as part of their Smart Toddler program (*Balita Cerdas*)

Restructuring and designing new policies. Moving ECED into its own directorate, budget allocation for early childhood development.

Disharmony related to handling ECED; TK was previously in formal (Basic Education), and early childhood (age 0-3) were handled by the Department of Health and BKKBN.

Early childhood education (ECE) included in key policy documents: the National Education System Law No. 20/Article 28.

ECE is held before the basic education level.

ECE can be organized through formal education, non-formal and / or informal.

Formal ECE is kindergarten (TK), *raudatul RA* (RA), or other equivalent form.

Non-formal ECE is playgroup (KB), daycare (TPA), or other equivalent form.

Formal ECED includes TK; Non-Formal and Informal are equated with supplementary education such as adult literacy, etc., for which implementation and facilitation is left to community.

Expansion of private PAUDs begins for 4-6 year olds, GOI will facilitate recognizing ECD Non-formal graduation equivalent to kindergarten.

Non-formal ECD developed various models, including Parenting and Early Childhood Care 0-6 years (Daycare). ECED Standards and Non-formal curriculum have not been established.

MOEC's Strategic Plan in Education (*Rencana Strategis* or RENSTRA) in 2004 - 2009.

Concentrated on expanding access to Formal TK/RA PAUD while encouraging role of private and community Non-formal PAUDs (KB, TPA). Subsidies for public and private ECED from poor families; 50% of ECED funded by the government.

Encouraging community participation foster community interest (demand side) in organizing early childhood institutions.

Development of TK-SD One Roof (*Terpadu*), through subsidized financing on a competitive basis.

Models and methods developed to suit local needs and facilitation by community. Due to demands, privatization began to shift toward commercialization; numbers jumped significantly. Increased ECD enrolment but sacrificed quality.

Statistical Data cannot be used to measure performance as an indicator, because marked by inconsistency.

Directorate of Early Childhood Education formed

Key lessons incorporated into scaling-up to cover 3.000 villages in 50 districts.

Beginning of WB collaboration with MOEC in ECED through PNPM. This did not include non-formal ECED.

Laws and Policies: Main points

Notes and Background: Strengths/Weaknesses

National standards for ECED developed by the National Education Standards Board (BSNP) situated early childhood education as the foundation of the country's education system.

Laws revised in 2014

Strategic Plan and Grand Design of ECED Development 2011–25 document issued by the Directorate General of Early Child Education (MOEC Regulation 36/2010)  
*Direktorat Jenderal Pendidikan Anak Usia Dini, Non Formal, Informal (PAUDNI) created by merging Direktorat TK-SD (formal stream) with Directorate of ECED (non-formal stream).*

Both formal and non-formal ECED now in one coordinating board.  
 Dalam Renstra 2010–2014 disebutkan APK pada kelompok usia dini meningkat dari 25.30% pada tahun 2007 menjadi 34.43% pada tahun 2011. Disparitas APK PAUD antarwilayah menurun dari 4.20% pada tahun 2007 menjadi 2.60% tahun 2011, namun di status awal Renstra 2010-2014 disebutkan APK PAUD 2009 adalah 43.73%.

Satu Desa Satu PAUD launched – one PAUD per each village – ended 2016 with 72% coverage - Directorate General PAUDNI

Emphasized quantity over quality to quickly cover all villages. Requires quality enhancement. Access to PAUD needs more than quantitative analysis. What does 72% mean? Do all children in a village with a PAUD attend? Who, why, where children have access or not (in villages marked covered and those without) need to be better understood. Does NOT include TPA

Presidential Regulation No. 60/2013 on Holistic Integrated Early Childhood Development (HI-ECD) aims to provide a strong foundation for improved implementation and co-ordination. Mandates the fulfillment of the essential needs of young children, namely parenting, nutrition and health care, education and child protection. Established multi-agency task force to facilitate co-ordination in implementing HI-ECD.

Returning basic concepts and methods of approach to the fulfilment of early childhood services not only in education but also includes treatment and care. Multisectoral cooperation necessary for handling; formed a taskforce under the Menko Kesra.

MOEC 2014 released new comprehensive and detailed curriculum without 'formal and non-formal' designation. According to the new curriculum, there are three types of ECE services (1) Daycare and Satuan PAUD Sejenis (SPS) for children aged 0 to 6, (2) Play group for children aged 2 to 4; and (3) Kindergarten for children aged 4 to 6.

The 'formal and non-formal' removal brings a new optimism that all types of ECE services are now equally looked after. Based on MOEC No 160/2014 Article 7; All PAUD units will use Curriculum 2013 as set in law.



## Laws and Policies: Main points

## Notes and Background: Strengths/Weaknesses

Ministerial Decree 84/2014 on *Pendirian Satuan Pendidikan Usia Dini*  
 Ministerial Decree 137/2014 on *National Standards for ECED*  
 Ministerial Decree 146/2014 on *ECED Curriculum*  
 Ministerial Decree 160/2014 on the provision that all PAUD use *Kurikulum 2013*  
 Petunjuk Teknis BOP-PAUD 2016

Act Number 6/2014 passed – *Dana Desa* Law.

Establishing PAUD, Standards for PAUD, Kurikulum PAUD, and BOPPAUD. Refers to all PAUD- Formal, Non-formal, Informal, private, public all must follow these regulations. Specifically for TPA and SPS, must still follow the regulations in line with STPPA, length of time for study per day as stipulated.

The existence of TK/PAUD Formal is defined as pre-SD education for 1-2 years but provides options of choice for formal or non-formal PAUD (0/3-6 tahun)/Daycare.

Law strengthens the legal status of villages, increases their authority and responsibility, provides budget allocation for each village, referred to as *Dana Desa*

Roadmap Gerakan Nasional PAUD Berkualitas (GNPB 2016-2030) launched as strategy to reach quality goals of HI-ECD

Act Number 2/2016 on funding ECED Centers with at least 12 students. The maximum amount of grant an ECE Center or Institution could receive is USD 2.800 per year.

Petunjuk Teknis BOP-PAUD 2016

Mandatory Formal TK one year in 2017, as a pilot for a free kindergarten compulsory ECE program. Planned use of the Village Fund allocation.

Pioneering Compulsory Formal TK I likely will not reach the target as expected, Formal state facilities as of 2015 only 3.34%. Overall early childhood institutions (Formal-Non-formal-Informal) State / Public only at 2.21%.

Technical Instructions for BOP PAUD provides all ECE services with submission of proposal, but limits the amount and entitlement of BOP aid, limits the maximal fees a service can charge users.

LAW 23/2014 on Regional Government; and amendments thereto and related legislation particularly the management of Basic Education and Early Childhood Education which will come into force in 2017.

Basic education, ECE and non-formal education handed over its management to the Regional Government of Regency/City; including:

- Establishment of local content curriculum
- Issuance of permits for ECE and non-formal education organized by the public
- Development of language and literature of native speakers in the district / city

Accreditation for teachers, National Curriculum in ECE formal and NF by the Central Government.

Central Budget Allocation, Regions for ECD Non Formal / Informal / TPA is not comprehensive, not routine, based on needs and budget policy, Indirect / regular budget, based on proposals by the various entities and are dependent on the availability of budget.

## ANNEX 3: LIST OF PERSONS CONSULTED

Gillian Brown, Adviser Aaron Situmorang, Research Officer	MAMPU program
Muchlis Ali, Economic Opportunities Lead Kimberly Dadisman, Learning and Analytics Specialist Emma Piper, Program Manager	KOMPAK: DFAT supported implementation of government capacity building
Sopantini Heywood, PhD	DFAT consultant on ECED
Andriko Otang, Executive Director TURC	Trade Union Rights Centre
Fitria Villa Sahara, Program Coordinator	PEKKA (MAMPU Partner)
Emma Piper, PM	KOMPAK
Lisa Cameron, Professor, Monash Business School Diana Contreras Suarez, CDES, Monash University Leitizia Fauzy, Adviser – Strategy & Programs	AIPEG – Research team on women’s Empowerment and Employment
Sri Marpinjun, Founder LSPPA	Childcare PAUD SPS “Teratai 9”, Kota Yogyakarta
Kis Rahayu, Director Rahayu Saraswati, Mother Septiana Farida, Mother Eliska, Teacher Sri Rahayu, Aisyiyah Board Member Kardijazirah, Aisyiyah Board Member Yusti Fakhriarini, Aisyiyah Board Member Dewi Nurcahyanti, Teacher Ujilah Sumpeno, Mother	PAUD Aisyiyah Nuraini, Yogyakarta
Ramida Sinaga, Executive Director Dinta Solin, Deputy Director Sarma E.S, General Supervisor and Enterprises Maringan S. Pardede, Regional Coordinator Pakpak Bharat, Dairi and Samosir District Novica Sari Bancelin, Finance Staff Yusnita Manalu, Field Staff (Advocacy) Ronal A.T., General Staff and IT Rinaldi S., Field Staff Ally Solin, General Staff Pirmanto Manalu, Field Staff (Advocacy) Riana P., Women Data Center Staff Pipi Gajah Manik, Field Staff Astri Arkena Gabe Simbolon, Cashier	PESADA, Sidikalang, Dairi, Sumatera Utara
Sepmeriah Tumangger, Teacher Rismawati Sipayung, Teacher Relly Simbolon, Childcare Board	Childcare Center PKBM, Desa Tinada, Kec. Tinada, Pakpak Bharat
Marince Sinamo, Teacher Innayanna Banurea, Teacher Juniati Banurea, Childcare Board	Childcare Center “Tunas Lilin Midates”, PAUD Kasih Bunda, Desa Salak, Kec. Salak, Pakpak Bharat.

Raida Tumanggor, Mother Junita Handayani, Mother Susi Andriani A., Mother Lasmaria Limbong, Mother Marini Sihombing, Mother Dian R. Nainggolan, Mother Saberina Sembiring, Mother Mariana Sitingjak, Mother Sopiarja Sihombing, Teacher Mami Kudodiri, Teacher	Childcare Center "Kasih Ibu", Credit Union Perempuan PESADA, Kec. Sidikalang, Dairi.
3 Teachers and 2 staff of UPTD-SKB, Dairi	Childcare Center Integrated PAUD "Mandiri", UPTD-SKB, Kec Sidikalang, Dairi.
Suryadi, Director	KCP BNI 46, Kabupaten Dairi
Pardede, Office Head	PAUD NI Office, Dairi
Marini, Credit Union Staff	Credit Union Perempuan PESADA
Some head civil servants, politician, entrepreneurs, doctor (community leaders – who hang out under the Blue Tent)	Male leaders in "Jalan 45", Sidikalang (People in coffee stall)
Jos Bramasto, Director Putri Rengganis, Teachers	Childcare Islami "Aushaf Indonesia", Gedangan, Sidoarjo.
Wujiati	PAUDNI Dinas Pendidikan dan Kebudayaan Propinsi Jawa Timur
Nunik Kurniawati, Director Ekowati, PKK representative	TPA Pasar Beringharjo
Joko, staff	PAUD NI DiKNas Office

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**MAMPU**

Maju Perempuan Indonesia  
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**KOMPAK**

*Kolaborasi Masyarakat dan Pelayanan untuk Kesejahteraan*

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