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The UNESCO/OECD Early Childhood Policy Review Project

## **The Background Report of Indonesia**

August 2004

**Prepared by the Directorate General of Out of School Education and Youth  
The Ministry of National Education  
Indonesia**

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## Technical Notes

**Act 20/2003:** This law on National Education System states that ECE operates before basic education through formal, non-formal and/or informal modes of education. ECE in formal education operates in the form of Kindergartens (TK), Islamic Kindergartens (RA), or other equivalent forms. ECE in non-formal education operates in the form of Playgroups (KB), Childcare Centres (TPA), or other equivalent forms. ECE in informal education takes place within families or communities.

**Age:** To avoid confusion, children's ages are expressed as follows: Children who are born and on the way to their first birthday are expressed as children of 0<sup>+</sup> year or 0<sup>+</sup> year olds; children who passed their first birthday and are on to their second birthday are expressed as children of 1<sup>+</sup> year or 1<sup>+</sup> year olds. Thus, 3<sup>+</sup> year olds mean children who passed their third birthday and are onto their fourth birthday, and so on.

**Balitbang:** Office of Research and Development of the Ministry of National Education (MONE)

**Basic Competency Curriculum for Early Childhood Education:** A set of three volumes of curricula developed by MONE's Curriculum Development Centre in August 2002. This is the first comprehensive pedagogical framework ever developed for all early childhood services in the country. There are several curricula for different age groups. (Competency Curriculum, hereafter.)

**BKB:** Bina Keluarga Balita, or Programme for Mothers with Children under Five (Mother's Programme, hereafter). **BKB Kaders** refer to the BKB educators.

**BKKBN:** National Family Planning Coordination Board

**BPS:** National Statistics of Indonesia

**D1, D2, D3 and D4:** 1,2,3, and 4-year degree-conferring courses offered in colleges

**DI:** Daerah Istimewa, or Special Region (i.e., Yogyakarta and Aceh)

**Direktorat PADU:** Directorate of Early Childhood Education. It is placed under the Directorate General of Out of School Education and Youth (PLSP) in the Ministry of National Education (MONE) and is responsible for non-formal early childhood services. Formal Kindergartens (TK) and Islamic Kindergartens (RA) are placed separately under the Directorate of Kindergarten and Primary Education of the Directorate General of Primary and Secondary Education.

**DKI Jakarta:** Daerah Khusus Ibukota, or Special Capital City District of Jakarta

**Early Childhood Educators:** In this report, they refer to the formal, non-formal and informal workforce in care and/or educational early childhood services. They include teachers, head teachers/directors, care workers and informal caretakers. Non-teaching staff (e.g., cook, driver, janitor) is not included. The word **teacher** is reserved for teaching personnel responsible for the pedagogy of services. **Care worker** refers to the staff responsible for a child's physical and nutritional well-being. **Informal caretakers** are those hired by individual homes to take care of children. According to Article 39 Item 2 of Act 20/2003 on National Education System, educators in ECE programmes are those responsible for facilitating the process of caring for and teaching young children.

**Early Childhood Services:** In this report, the term is used to refer to all types of formal, non-formal or informal early childhood care and/or education services catering for children ages 0<sup>+</sup> - 6<sup>+</sup> years and/or their parents. Parenting education is included.

**ECCE (Early Childhood Care and Education):** In this report, the term is used to refer to the area of discipline that concerns the care, development and learning of young children of ages 0<sup>+</sup> - 8 years. However, ECE (PADU) is used, instead of ECCE, when the area is referred to from the specific context and perspective of the Directorate General of Out of School Education and Youth (PLSP).

**ECE (Early Childhood Education)**: ECE is normally associated with educationally oriented early childhood services for children above 3<sup>+</sup> years, though the definition tends to vary across countries. Translated as **PADU** in Indonesia, it is the term used by the Directorate General of Out of School Education and Youth (PLSP) to refer to both care and education services. But in reality, as Kindergartens (TK), including Islamic Kindergartens (RA), are under the responsibility of the Directorate of Kindergarten and Primary Education, the term does not, administratively, include Kindergartens (TK) and Islamic Kindergartens (RA).

**ECE Centre**: Translated as **Pusat PADU** in Indonesia, this is a complex where key early childhood services are set up in close proximity, with the aim of making services deliver holistic and integrated programmes.

**ECE Consortium**: An inter-ministerial coordination body for non-formal early childhood services.

**ECE Forum**: An inter-ministerial coordination body for early childhood policy development

**EFA**: Education for All

**Formal early childhood services**: In the Indonesian context, formal early childhood services refer to the two early childhood services that are under the responsibility of the Directorate of Kindergarten and Primary Education: Kindergartens (TK) and Islamic Kindergartens (RA). **Non-formal early childhood services**, on the other hand, refer to the services that are under the responsibility of the Directorate of Early Childhood Education (Direktorat PADU).

**IDHS**: Indonesia Demographic and Health Survey

**IEA**: International Association for the Evaluation of Educational Achievement

**KB**: Kelompok Bermain, or Playgroup

**Kejar Paket A, B, and C**: Package A, B and C Learning Programmes. These accredited non-formal programmes are equivalent to primary, lower secondary and upper secondary education, respectively.

**MA**: Madrasah Aliyah, or Islamic upper secondary school

**MI**: Madrasah Ibtidaiyah, or Islamic primary school

**MONE**: Ministry of National Education

**MORA**: Ministry of Religious Affairs

**MT**: Madrasah Tsanawiyah, or Islamic lower secondary school

**PADU**: Translated as Early Childhood Education (ECE). In the Indonesian context, it refers, conceptually, to both care and education services, but administratively does not include Kindergartens (TK) and Islamic Kindergartens (RA). (See '**ECE**')

**Pedagogical guidelines**: Curriculums, reference materials and manuals that are designed to assist the early childhood workforce with their teaching and caring of young children.

**PGSLTP**: Upper secondary school for teachers

**PGTK**: Teacher-training college diploma in Kindergarten education

**PKB**: Learning Activity Programme. National curriculum for Kindergartens (TK) developed by the Curriculum Development Centre of the Ministry of Education (MONE).

**PLSP**: Directorate General of Out of School Education and Youth

**Posyandu**: Integrated Service Post, an integrated health-oriented early childhood service. **Taman Posyandu**, translated as Garden Integrated Service Post, is a Posyandu with added educational components.

**Pre-primary education**: It refers to education for children ages 4<sup>+</sup> - 6<sup>+</sup> years focusing on their preparation for formal schooling. Kindergartens (TK) and Islamic Kindergartens (RA) can be considered as the representative services of pre-primary education, although other services such as Playgroups (KB) and Childcare Centres (TPA) also have a pre-primary programme component.

**Pusat PADU**: See '**ECE Centre**'.

**RA**: Raudhatul Athfal, or Islamic Kindergarten

**Reference Services**: They are the key early childhood services selected by the government to be reviewed in this project. They include Kindergartens (TK) and Islamic Kindergartens (RA), Playgroups (KB), Childcare Centres (TPA), Integrated Service Posts (Posyandu), and Mother's Programmes (BKB).

**Rupiah**: It is the unit of Indonesian currency. According to the exchange rate of August 2004, US\$ 1 is equal to Rp. 9,000.

**S1, S2 and S3**: 4-year bachelor's programme, post-graduate programme, and doctoral programme, respectively.

**SD**: Primary education

**SLTA**: Upper secondary education

**SMK**: Vocational secondary education

**SMP**: Lower secondary education

**SMU**: General secondary education

**SP**: Sensus Penduduk, or Population census

**SPG**: Teacher-training upper secondary school

**Susenas**: National Social and Economic Survey

**Taman Posyandu**: See '**Posyandu**'

**TK**: Taman Kanak, or Kindergarten. **TK-seatap** are Kindergartens (TK) set up on primary school premises.

**TK-seatap**: See '**TK**'

**TPA**: Taman Penitipan Anak, or Childcare Centre

**TP-PKK**: Family Welfare Empowerment Movement

**UT**: Open universities for distance higher education

## 1. Contexts

### 1.1. Political and Administrative Systems

1.1.1. **Land and people:** Indonesia consists of 17,000 islands. Its population of 212 million (2002)<sup>1</sup> embraces 3,000 ethnic groups. Eighty-seven percent of the population is Muslim. It gained its independence from the Netherlands in 1945, after 350 years of colonisation. The current government of Megawati Soekarnoputri was elected in 2001. Bahasa Indonesia is the official language.

1.1.2. **Administration:** Administration is divided into 6 levels: Central government, Provinces (Propinsi), Districts (Kabupaten), Municipalities (Kota), Sub-districts (Kecamatans) and Villages (Desa). There are 30 Provinces<sup>2</sup>, 440 Districts and Municipalities, 4,994 Sub-Districts and 70,942 Villages (See Annex 1: National Map).

1.1.3. **Decentralisation:** In 1999, the Ministry of Home Affairs announced Law 22/1999 to remove the hierarchy among Provinces, Districts and Municipalities. In the same year, the Ministry of Finance announced Law 25/1999 to decentralise the government responsibilities related to finance and human resources to the Provinces and Districts. Government Regulation 25/2000 recognises the central government and Provinces as autonomous units and specifies their respective responsibilities. The decentralisation policy, or the Regional Autonomy Initiative, went into effect in 2001.

1.1.4. Since then, a great deal of the administrative responsibilities for education has been transferred from the Ministry of National Education (MONE) and its regional branches to the Municipalities and Sub-districts. Now, the local authorities in Municipalities and Sub-districts, through Education Councils, make key policy and administrative decisions on primary and secondary (including vocational) education, while the central government still keeps the responsibilities for all levels of education in relation to standards setting, accreditation and curriculum development. Management of higher education is the responsibility of the central government.

### 1.2. Socio-economic Development

1.2.1. **Economic development:** In the 1950s and 1960s, Indonesia was a largely agricultural economy, with the manufacturing industry accounting for only 10% of GDP. With per capita income less than \$50 a year, it was one of the least developed countries.

1.2.2. In the 1980s, labour intensive manufacturing industries developed in three metropolitan areas – Greater Jakarta, Bandung and Greater Surabaya – generating 60% of the country's non-oil and non-gas revenues. Industry is still the largest contributor to GDP (44%), though the services sector is catching up fast (38%). (See Annex 2, Table 2)

1.2.3. The economy is on the way to recovery from the 1998 economic crisis that affected the sub-regions. In 2002, the GDP grew by 3.66%, or 12.79% by expenditure. (See Annex 2, Table 2)

Table 1: Growth rate of GDP and national income, 1999 - 2002 (in millions, Rupiahs<sup>3</sup>)

	1999	2000	2001	2002
GDP	1099731,6	1264918,7	1449399,1	1610011,6
GDP per capita	5421,0	6145,1	6938,2	7595,3

<sup>1</sup> According to the World Development Indicators (2004). World Bank. (See Annex 2, Table 1.)

<sup>2</sup> There are officially 30 Provinces, including one Special Capital City District (DKI Jakarta) and two Special Regions (DI). (See Table

7) Some provinces are in the process of being further divided or merged, so that, depending on the year of publication, government documents tend to differ in their reporting of the number of Provinces existing in the country.

<sup>3</sup> US\$ 1 = Rp. 9000, as of August 2004.

National revenue	943030,7	1147331,3	1287423,5	1380508,9
National revenue per capita	4649,3	5573,8	6162,8	6511,7

\* Extracted from various sources.

1.2.4. **Poverty**<sup>4</sup>: The poverty index in Indonesia fluctuated with the economic crisis. It rose from 19% in February 1996 to 37% in September 1998 at the height of the crisis. The increase was induced mainly by lowered purchasing power caused by inflation and unemployment. Both urban and rural populations have been affected by the crisis, but while the urban population is recovering to the pre-crisis level, the poverty index of the rural population remains above the pre-crisis level. The crisis has left a more lingering impact on the poor. The District of Jaya Wijaya in the Province of Papua<sup>5</sup> has the highest poverty level (47.7%), and North Jakarta the lowest (8.3%).

1.2.5. **Income distribution**: In 1996, before the economic crisis, the GINI ratio in urban areas stood at .362. It continued to decrease to .33 in 2002, except a temporary surge to .344 in 1999. While the ratio continued to decrease in urban areas, it rose in rural areas from .274 in 1996 to .29 in 2002, with a short-lived decrease during the economic crisis (1998-1999).

Table 2: Trend of GINI ratio by region

	Urban	Rural	Urban + Rural
1996	.362	.274	.356
Dec. 1998	.332	.256	.319
Feb. 1999	.326	.244	.311
Aug. 1999	.344	.264	.334
Feb. 2002	.33	.29	.329

1.2.6. **Female labour force**<sup>6</sup>: The participation rate of females in the labour force is 50.1%, compared with 85.6% of males' (2002 National Social and Economic Survey, Susenas). Unpaid domestic work accounts for 37.8% of female employment. The proportion of female workers in public offices is increasing (from 35% in 1997 to 38.7% in 2002). In 1997, 14% of these female civil servants were in managerial posts; the figure rose to 16.6% in 2002.

### 1.3. Education System and Achievements

1.3.1. **Education system**: The formal education system consists of 6 years of primary education (SD), 3 years of lower secondary education (SMP), 3 years of upper secondary education (SLTA) and 4 years of higher education. The 9 years of primary and lower secondary education are compulsory basic education, which is supposed to be free.<sup>7</sup> Children start their formal schooling at the age of 7<sup>+</sup>.

1.3.2. Both the lower and upper secondary education have two tracks – general (SMU) and vocational (SMK) tracks. Higher education is offered through diploma and bachelor's degree courses. Diploma courses are offered in colleges, which offer 1, 2, 3 and 4-year courses (D1, D2, D3, and D4) and bachelor's degree courses in 4-year universities (S1). Higher education also comprises of post-graduate programmes (S2) and doctoral programmes (S3). There are Open Universities for distance higher education programmes (UT).

<sup>4</sup> Also see Annex 2, Table 3.

<sup>5</sup> Formerly, Irian Jaya.

<sup>6</sup> Also see Annex 2, Tables, 4, 5 and 6.

<sup>7</sup> The free compulsory education policy was announced in 1994, with the aim to achieve the goal by 2003/4. Yet, to date, the goal has not been achieved. In principle, primary and lower secondary schools are not to charge students fees (though parental contributions are expected for extra-curriculum activities and foods). But not all local governments, which are responsible for the implementation of the policy, have been able to secure the needed resources. Thus, in reality, in some primary and secondary schools, students have to pay for their basic education. The government reset the goal to be achieved by 2008/9.



1.3.3. Early childhood services including Kindergartens (TK) for 4<sup>+</sup> - 6<sup>+</sup> year olds are not part of the education system, though recognised as a stage preceding formal schooling.

1.3.4. Parallel to the secular education system is a system of religious schools. Madrasah Ibtidaiyah (MI) is the Islamic primary school, Madrasah Tsanawiyah (MT), the Islamic lower secondary school, and Madrasah Aliyah (MA), the Islamic upper secondary school. Islamic universities also exist. Management of these religious schools is under the responsibility of the Ministry of Religious Affairs (MORA).

1.3.5. Parallel to the formal system, there is a package of accredited non-formal programmes. Package A Learning Programme (Kejar Paket A) is a non-formal programme equivalent to primary education; Package B Learning Programme (Kejar Paket B) to lower secondary education; and Package C Learning Programme (Kejar Paket C) to upper secondary education.

1.3.6. **Literacy**<sup>8</sup>: Illiteracy is most pronounced among females above 45 years in rural areas (43%, compared with 23% in urban areas). Among rural females ages 25-44 years, the rate stands at 10%, compared with 3.4% in urban areas. The overall illiteracy rate among the female population ages 25-44 years (7%) is more than 100% higher than that among their male counterpart (3%).

Table 3: Illiteracy rate of population age 10 and above by age, gender and region, 2002

Types of areas / Gender	Age				
	10 - 14	15 - 24	25 - 44	> 44	10 +
<b>Urban:</b>					
Male	0,55	0,54	1,24	8,53	2,76
Female	0,42	0,58	3,41	23,33	7,04
M + F	0,49	0,56	2,35	15,84	4,91
<b>Rural:</b>					
Male	1,90	1,96	4,91	20,73	8,12
Female	1,50	2,44	<u>10,29</u>	<u>42,90</u>	16,21
M+ F	1,71	2,20	7,67	31,75	12,16
<b>Urban+ Rural:</b>					
Male	1,38	1,32	3,29	15,86	5,84
Female	1,08	1,58	<u>7,26</u>	35,15	12,28
M + F	1,24	1,45	5,32	25,43	9,07

Source: BPS Susenas 2003. (Emphasis added)

1.3.7. The overall literacy rate among the population age 10 and above increased by 43% from 61% in 1971 to 87% in 2000. The percentage increase is particularly high in rural areas – 51% compared with 20% increase in urban areas. The literacy rate of rural females increased by 78% in the last three decades – from 46% in 1971 to 82% in 2000 (see Annex 2, Table 5). The 9-year free compulsory education policy has been one of the main contributors to this improvement.

Table 4: Literacy rate among population age 10 and above by region, 1971 - 2000

	Urban			Rural			Urban + Rural		
	Male	Female	M + F	Male	Female	M + F	Male	Female	M + F
1971	88.34	70.31	79.07	68.49	46.09	56.97	72.09	50.30	60.92
1980	92.05	79.11	85.53	76.13	57.92	66.85	79.83	62.77	71.16
1990	95.91	88.58	92.21	86.65	74.08	80.28	88.16	78.69	84.08
1993	96.27	89.46	92.80	88.05	76.18	88.05	90.83	80.74	85.72
1995	96.18	89.59	92.83	88.48	76.75	85.54	91.26	81.40	86.26
1998	97.36	92.56	94.92	90.99	81.21	86.04	93.40	85.54	89.42
2000	97.33	92.00	94.64	91.07	81.71	86.38	93.74	86.15	86.92

Source: National Plan of Action: Indonesia's Education for All.

<sup>8</sup> Also see Annex 2, Table 9.

1.3.8. **Participation in education**<sup>9</sup>: The net enrolment in primary education in 2003 was 96%, girls slightly surpassing boys. The female enrolment rate is higher also in lower secondary education, but the pattern is reversed in upper secondary and higher education. Overall participation rate in upper secondary education is limited to 51% (2003). Among the four levels of education, lower secondary education witnessed the largest percentage increase – 5% from 78% in 2000 to 81% in 2003.

Table 5: Net enrolments in primary, secondary and higher education by gender, 2000-3

Age group / level of education	Gender	2000	2001	2002	2003
7 -12 years / primary	F	95.7	95.4	95.7	96.8
	M	95.3	95.0	95.0	96.0
	M + F	95.5	95.2	95.3	96.4
13-15 years / lower secondary	F	76.8	77.0	78.7	81.6
	M	78.3	77.3	79.3	80.5
	M + F	77.5	77.2	79.0	81.0
16-18 years / upper secondary	F	47.4	48.0	50.8	50.7
	M	49.9	50.5	51.5	51.3
	M + F	48.6	49.3	51.1	51.0
19-24 years / higher	F	9.9	10.3	11.2	10.8
	M	13.7	14.1	14.3	12.7
	M + F	11.6	12.1	12.7	11.7

Source: Susenas 2001, 2002, 2003.

1.3.9. **Repetition rate by grade**<sup>10</sup>: In primary education, the highest repetition rate is found in grade 1. It was reduced from 11% in 2000/1 to 8% in 2002/3, yet still higher than in the other grades. The same phenomenon can be observed in lower secondary education: repetition rate is the highest in grade 1. The transition periods from early childhood to primary and from primary to lower secondary education seem to have problems.

Table 6: Repetition rate in primary and lower secondary education by grade

	Years		
	2000/2001	2001/2002	2002/2003
<b>Primary education</b>			
Grade 1	11.46	10.85	7.61
Grade 2	7.44	6.68	4.70
Grade 3	6.23	5.48	3.97
Grade 4	4.71	4.28	2.97
Grade 5	3.27	2.92	1.96
Grade 6	0.41	0.42	0.25
<b>Lower Secondary Education</b>			
Grade 1	0.83	0.79	0.80
Grade 2	0.42	0.40	0.38
Grade 3	0.25	0.21	0.20

Source: Balitbang, 2004.

1.3.10. **Repetition rate by Province**: Repetition rate in primary education is relatively low in DKI Jakarta (2.51%) and West Java (1.3%), and relatively high in West Kalimantan (11%), South Kalimantan (10.13%), Maluku (14.19%), North Maluku (12.04%), East Nusa Tenggara (10%), and Papua (10%). In the case of West Kalimantan, the repetition rate in lower secondary school is also high. While the poorest

<sup>9</sup> Also see Annex 2, Tables 10 and 12.

<sup>10</sup> Also see Annex 2, Tables 10 and 11.

Provinces such as Maluku and East Nusa Tenggara tend to show higher repetition rates in primary education, the problem is found also in relatively rich Provinces such as Papua and South Kalimantan.

Table 7: Repetition rate in primary and lower secondary education by Province, 2001/2002

Province	Annual government expenditure (2002-3; Unit: 1000 Rp.)	Primary (SD/MI)		Lower Secondary (SMP/MT)	
		>5.4	<= 5.4	>0.3	<=0.3
<b>Java Island</b>	<i>Island average: 5,810.62 without DKI Jakarta</i>				
Jakarta (DKI)	30,389.00		2.51	0.88	
West Java	5,705.60		1.53		0.04
Banten	6,752.20				0.01
Central Java	4,931.00	6.77			0.21
Yogyakarta (DI)	5,221.20		2.79		0.14
East Java	6,443.10		4.95		0.21
<b>Sumatra Island</b>	<i>Island Average: 6,316.34 without Riau</i>				
Aceh (DI)	8,778.10	6.68		0.51	
North Sumatra	7,263.60		4.95	0.36	
West Sumatra	6,775.00	6.92		1.02	
Riau	12,570.50	6.12		0.46	
Jambi	5,263.90	6.62		0.65	
South Sumatra	6,876.10		5.32	0.34	
Bangka Belitung	7,903.90				0.25
Bengkulu	3,571.50	6.35		0.55	
Lampung	4,098.60		4.79		0.07
<b>Kalimantan Island</b>	<i>Island average: 6,289.4 without East Kalimantan</i>				
West Kalimantan	5,156.60	10.57		0.88	
Central Kalimantan	7,021.40	8.25			0.19
South Kalimantan	6,690.20	10.13		0.46	
East Kalimantan	34,285.30	5.62		0.52	
<b>Sulawesi Island</b>	<i>Island average: 4,303.94</i>				
North Sulawesi	5,433.70		5.21		0.24
Gorontalo	2,622.60	8.52			0.17
Central Sulawesi	4,898.70	8.52			0.03
South Sulawesi	4,412.10	6.61		0.33	
Southeast Sulawesi	4,152.60	7.36		0.33	
<b>Other Islands</b>	<i>Island average: 3,687.20 without Papua</i>				
Maluku	2,923.00	14.19			0.03
North Maluku	2,688.40	12.04			0.01
Bali	6,829.90		3.42	0.78	
West Nusa Tenggara	3,793.70	6.68		0.35	
East Nusa Tenggara	2,201.01	10.38		0.49	
Papua	9,801.40	10.04			0.27

Source: National Plan of Action: Indonesia's Education for All. BPS.<sup>11</sup>

1.3.11. **Dropout rate by grade:** When it comes to dropout in primary education, the highest rate was found again in grade 1 (2001/1 and 2001/2), though this was no longer the case in 2002/3. But in lower secondary education, most dropouts took place in the last year of grade 3 (2000/1, 2001/2, and 2002/3). The relatively high rates of dropout and repetition in grade 1 of primary school could hamper the country's effort to reduce illiteracy, by churning out children and youth who leave schools before acquiring literacy skills.

Table 8: Dropout rate in primary and lower secondary education by grade

	Years		
	2000/2001	2001/2002	2002/2003
<b>Primary</b>			
Grade 1	4.22	3.35	2.20
Grade 2	0.83	1.14	1.88
Grade 3	2.27	3.24	2.17
Grade 4	2.71	2.74	4.09
Grade 5	3.79	3.00	3.23
Grade 6	1.78	2.17	4.09
<b>Lower secondary education</b>			
Grade 1	1.51	0.99	0.97
Grade 2	2.20	2.04	2.06
Grade 3	7.32	5.59	4.32

Source: Balitbang, 2004.

1.3.12. **Dropout by Province:** In Bangka Belitung, West Kalimantan, Maluku and Papua, which are not the poorest Provinces, the dropout rates in primary school are more than 6%, Papua, one of the richest Provinces, reaching the highest at 8.23%. Dropout in primary education does not seem to have much to do with the Provinces' economic levels.

1.3.13. Meanwhile, the highest dropout rates in lower secondary schools are found in Bengkulu (7.79%), Central Kalimantan (7.22%), Central Sulawesi (7.48%), Maluku (9.02%), and North Maluku (8.79%), which are poor areas. Both Maluku and West Kalimantan, which are relatively poor Provinces, have relatively high repetition and dropout rates in both primary and secondary education.

Table 9: Dropout rate in primary and lower secondary education by Province, 2001/2002

Province	Annual government expenditure (2002-3; Unit: 1000 Rp.)	Primary (SD/MI)		Lower Secondary (SMP/MT)	
		>2.66	<= 2.66	>3.50	<=3.50
<u>Java Island</u>	<i>Island average: 5,810.62 without DKI Jakarta</i>				
Jakarta (DKI)	30,389.00		1.57		1.45
West Java	5,705.60		2.17		2.79
Banten	6,752.20		0.91		3.66
Central Java	4,931.00		1.38		1.99
Yogyakarta (DI)	5,221.20		2.22		3.34
East Java	6,443.10		1.34		3.33

<sup>11</sup> Entries in italics added.

<u>Sumatra Island</u>	<i>Island Average: 6,316.34 without Riau</i>				
Aceh (DI)	8,778.10	4.21		4.95	
North Sumatra	7,263.60		1.37	4.60	
West Sumatra	6,775.00	3.64		4.73	
Riau	12,570.50	3.56			3.49
Jambi	5,263.90		2.57	5.97	
South Sumatra	6,876.10	2.81		3.95	
Bangka Belitung	7,903.90	6.80		4.95	
Bengkulu	3,571.50	2.90		7.79	
Lampung	4,098.60	4.65			2.49
<u>Kalimantan Island</u>	<i>Island average: 6,289.4 without East Kalimantan</i>				
West Kalimantan	5,156.60	6.78		5.56	
Central Kalimantan	7,021.40	3.11		7.22	
South Kalimantan	6,690.20	3.32		5.08	
East Kalimantan	34,285.30	2.73		5.68	
<u>Sulawesi Island</u>	<i>Island average: 4,303.94</i>				
North Sulawesi	5,433.70	3.79		5.12	
Gorontalo	2,622.60	3.09		6.35	
Central Sulawesi	4,898.70	5.00		7.48	
South Sulawesi	4,412.10	4.46			3.49
Southeast Sulawesi	4,152.60	3.28		6.25	
<u>Other Islands</u>	<i>Island average: 3,687.20 without Papua</i>				
Maluku	2,923.00	6.20		9.02	
North Maluku	2,688.40	5.74		8.79	
Bali	6,829.90		2.14		1.88
West Nusa Tenggara	3,793.70	3.21			2.92
East Nusa Tenggara	2,201.01	5.42			3.43
Papua	9,801.40	8.23		5.58	

Source: National Plan of Action: Indonesia's Education for All. BPS.<sup>12</sup>

1.3.14. **Transition<sup>13</sup>**: Although a rich Province such as Aceh shows a relatively low rate of transition from primary to secondary education, the Provinces with this problem are largely poor ones – Jambi, Central Sulawesi, Maluku, North Maluku, and East Nusa Tenggara. Meanwhile, the problem of transition in secondary education is found in both rich and poor Provinces.

Table 10: Transition rate to primary and to lower secondary education, %, 2001/2002

Province	Annual government expenditure (2002-3; Unit: 1000 Rp.)	Primary (SD/MI)		Lower Secondary (SMP/MT)	
		> = 95	< 95	> = 95	< 95

<sup>12</sup> Entries in italics added.

<sup>13</sup> Also see Annex 2, Table 10.

<u>Java Island</u>	<i>Island average: 5,810.62 without DKI Jakarta</i>				
Jakarta (DKI)	30,389.00	98.22		96.89	
West Java	5,705.60	96.35		97.05	
Banten	6,752.20	96.45		96.68	
Central Java	4,931.00	98.48		96.85	
Yogyakarta (DI)	5,221.20	96.02		96.67	
East Java	6,443.10	98.24		95.57	
<u>Sumatra Island</u>	<i>Island Average: 6,316.34 without Riau</i>				
Aceh (DI)	8,778.10		92.35	97.40	
North Sumatra	7,263.60	98.42		95.14	
West Sumatra	6,775.00	98.37		97.53	
Riau	12,570.50	98.26		96.56	
Jambi	5,263.90		94.78	95.28	
South Sumatra	6,876.10	98.62			93.65
Bangka Belitung	7,903.90	97.93			93.83
Bengkulu	3,571.50	99.06		95.06	
Lampung	4,098.60	98.88		96.35	
<u>Kalimantan Island</u>	<i>Island average: 6,289.4 without East Kalimantan</i>				
West Kalimantan	5,156.60	97.55			92.96
Central Kalimantan	7,021.40	98.00			90.01
South Kalimantan	6,690.20	95.58		95.73	
East Kalimantan	34,285.30	98.12			93.50
<u>Sulawesi Island</u>	<i>Island average: 4,303.94</i>				
North Sulawesi	5,433.70	99.08		95.00	
Gorontalo	2,622.60	99.00		95.24	
Central Sulawesi	4,898.70		93.67	96.28	
South Sulawesi	4,412.10	98.07			93.64
Southeast Sulawesi	4,152.60	99.05		95.26	
<u>Other Islands</u>	<i>Island average: 3,687.20 without Papua</i>				
Maluku	2,923.00		91.12	98.86	
North Maluku	2,688.40		94.36		83.11
Bali	6,829.90	98.60			93.40
West Nusa Tenggara	3,793.70	98.48		96.78	
East Nusa Tenggara	2,201.01		92.10	95.62	
Papua	9,801.40	97.22			94.14

Source: National Plan of Action: Indonesia's Education for All. BPS.<sup>14</sup>

<sup>14</sup> Entries in italics added.

1.3.15. **Equity:** The inequity in access to education by region and income level is evident. In the case of higher education, the enrolment rate in rural areas is less than 50% of that in urban areas. Enrolment in higher education among the low-income population is only 20% of that among the high-income population.

Table 11: Enrolment of 19<sup>+</sup> - 24<sup>+</sup> year olds in tertiary education by region and income level

	High income	Middle income	Low income	Mean
Urban	33.5	14.2	6.9	18.2
Rural	14.2	6.0	2.7	7.6
Mean	23.9	10	4.8	

Source: Susenas, 2003.

1.3.16. **Finance**<sup>15</sup>: The central government, local government and parents are the three main sources of educational finance. Public sources account for only 1.4% of the total educational expenditure. Education budgets are decentralised from the central government to the Provinces and down to the lower levels of the administration. In most cases, the decentralised government education budgets are sufficient only to cover teachers' salaries. Although special laws allow local governments to raise tax revenues, teachers' salaries have not increased in any significant way since 2001, when the decentralisation of education management was put into effect. As the local governments have the autonomy of determining their priorities, their spending patterns tend to vary greatly.

1.3.17. **EFA objectives:** The following are the main EFA objectives for basic education: (1) gross enrolment in lower secondary education to increase to 95% (especially among girls); (2) repetition rate in primary education reduced to 1%; (3) transition rate from primary to secondary education increased to 99%; (4) graduation rate in primary education increased to 99% and in lower secondary to 97%; (5) decrease of student-teacher ratio in primary education to 18 and maintaining the current 14.31 for lower secondary education; (6) ratio of laboratory per school increased to 100%; (7) 80% of school teachers attaining required qualifications; and (8) decreasing the percentage of worn-out school buildings to 1%.

1.3.18. The financial responsibility to achieve 9-year free compulsory basic education is divided among the central government, Provinces, Districts and Municipalities. Around sixty percent of the required budget is to come from the central government, and the rest from local governments and the society.

1.3.19. For literacy, the goal is to reduce the current number of illiterates (which is 5,579,000 people) by 50% among the population age 15 and above by 2015.

## 1.4. Demography<sup>16</sup>

1.4.1. **Regional distribution:** According to the National Population Census in 2000, Indonesia's population is about 200 million, about 40% of them living in rural areas. The population growth rate that reached almost 2% during the 1980s and 1990s slowed to 1.5% during the last decade. This is projected to further decline to 1.1% by 2015.

1.4.2. Java and Bali are home to 60% of the population, but represent only 7% of the total land mass. The Eastern islands comprised of Nusa Tenggara, Sulawesi, Moluccas and West Papua account for 21% of the population, but for 69% of the land mass.

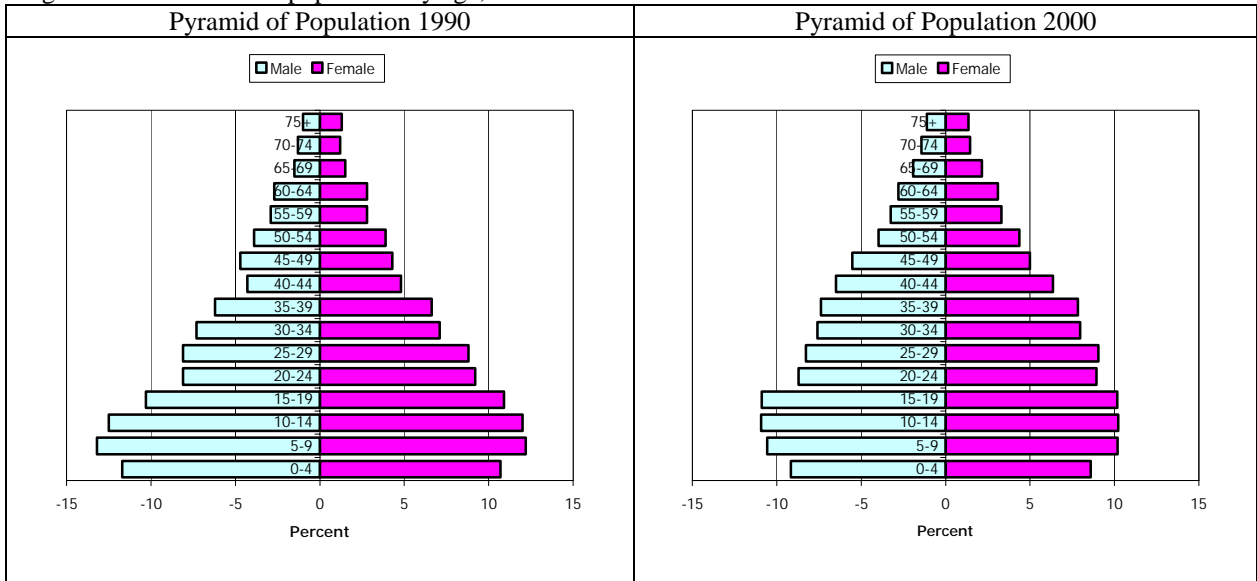
1.4.3. **Distribution by age:** The proportion of population below 15 years is getting smaller. Thirteen percent of the total population (26.2 million out of 202.8 million)<sup>17</sup> are children between 0<sup>+</sup> – 6<sup>+</sup> years. Sixty percent of these children live in rural areas.

<sup>15</sup> Also see Annex 2, Tables 7 and 8.

<sup>16</sup> Also see Annex 2, Table 1.

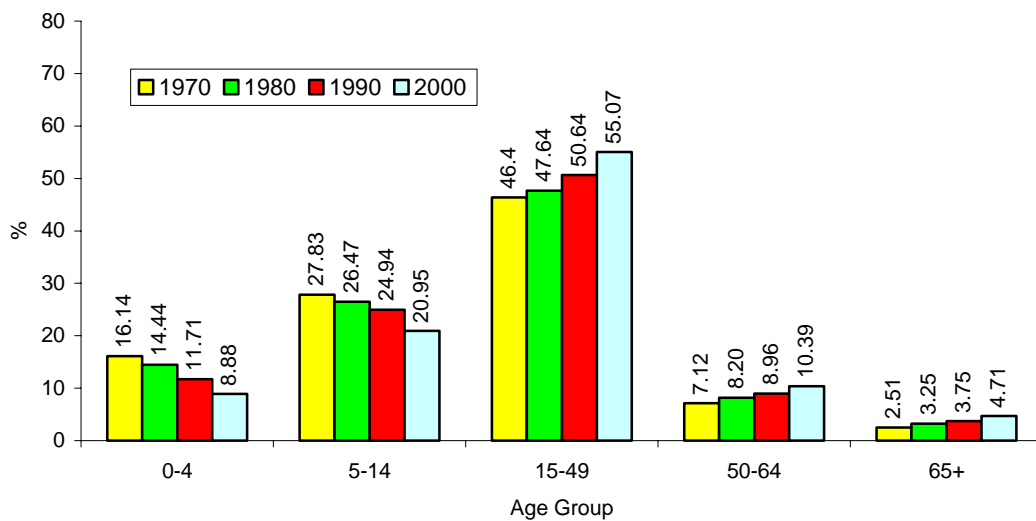
<sup>17</sup> National Population Census 2000.

Figure 1: Distribution of population by age, 1990 and 2000



Source: BPS, SP 1990 and 2000.

Figure 2 : Trend of the distribution of population by age group





1.4.4. **Fertility**<sup>18</sup>: Since the 1990s, the fertility rate has decreased to 2.3 in 2002. In 1988-1991, one Indonesian woman had an average of 3 children. The number decreased, nationwide, to 2.6 children per woman in 2000-2.<sup>19</sup> (See Annex 2, Table 1) The peak years of fertility changed from 20-24 years to 25-29 years, with more and more women having children at older ages.

1.4.5. **Family**<sup>20</sup>: According to the National Health Survey (2002-3), the percentage of single parents reached 10.6% in urban areas and 12.8% in rural areas. The median age for first marriage for females ages 25-49 was 19.2 years – 20.3 years in urban areas and 18 years in rural areas.

1.4.6. The median age for first marriage for both males and females varies with education level. For those without formal schooling, it is 17 years, for primary school graduates, 18.1 years, for upper secondary school dropouts, 19.6 years, and for completers of upper secondary education and above, 23.5 years.

1.4.7. **Mortality**<sup>21</sup>: Infant mortality rate decreased from 142 per 1000 births in 1967 to 35 in 2000. However, the regional gap in infant mortality rate has widened.

1.4.8. According to the National Health Survey, the under-5 mortality rate decreased from 116 in 1984 to 46 in 2000, with an annual decrease of 6%.

1.4.9. **Nutrition**<sup>22</sup>: The problem of under-weight infants sets in from as early as 3 months old and continues to worsen until 23 months old. The problem has to do with inappropriate breast-feeding practices. According to a study done by UNICEF in 5 provinces (1997), only 6% of the children were breastfed with supplementary foods. Even when supplementary foods were provided, less than 40% of the required nutrients were covered. Nutritional deficiency was particularly pronounced among children age 6–11 months.

Figure 3: Early Childhood Growth based on Z-Score, Weight by Age

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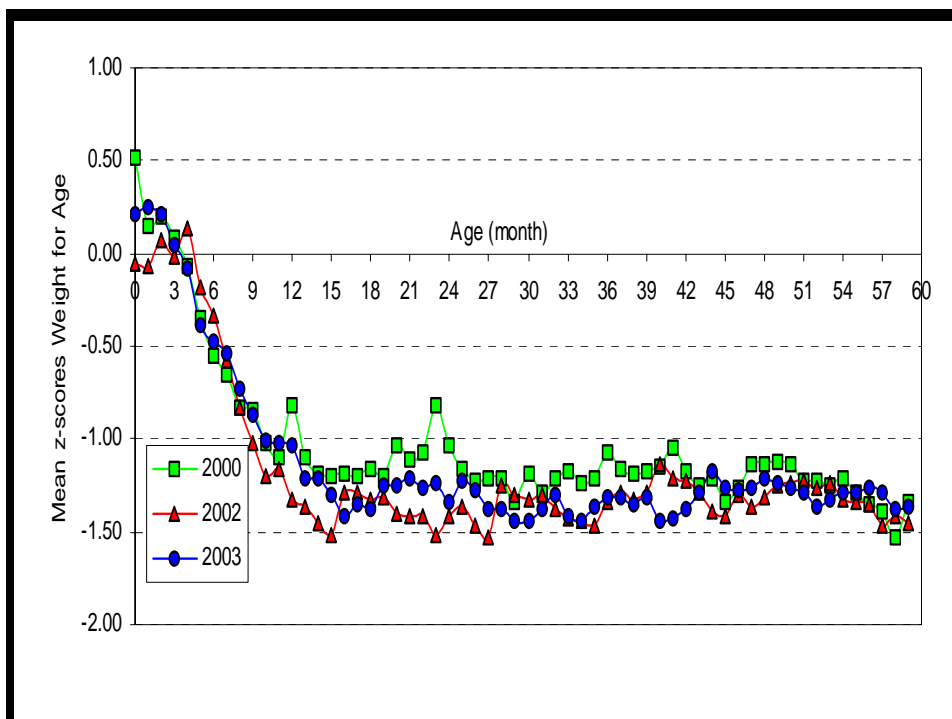
<sup>18</sup> Also see Annex 2, Table 1.

<sup>19</sup> According to the World Development Indicators 2004, it is 2.3 per woman.

<sup>20</sup> Also see Annex 2, Table 6.

<sup>21</sup> Also see Annex 2, Table 14.

<sup>22</sup> Also see Annex 2, Table 14.



Source: Susenas 2000, 2002 and 2003.

1.4.10. Stunting among children below 5 years in rural areas ranged from 29% to 49% (2002) and from 28% to 43% in urban areas (2001). About 9.8–11% of primary school students suffer from swollen thyroid glands, related to yodium/iodium deficiencies. Above 60% of children below 24 months have anaemia. The percentage for older children age 24-35 months is reduced to 45%, to 39% for 36-47 month olds and 32% for 48-59 month olds. According to IDHS (Indonesia Demographic and Health Survey) 2004, the immunisation rate for 12-23 month olds was 48% in 1991, which increased to 52% in 2002-2003.

## 2. National Framework of ECCE

### 2.1. Historical Development of ECCE

2.1.1. **Focus on care:** In the 1950s, attention for young children was concentrated on taking care of their health and nutrition. In the 1960s, Childcare Centres (TPA) started to appear in Jakarta to service working mothers. In the 1980s, the importance of psychosocial stimulation gained currency. During the same period, the State Ministry of Women's Empowerment established the Programme for Mothers with Children Under Five (BKB; Mother's Programme, hereafter).

2.1.2. **Focus on education:** In 1989, attention shifted to the educational aspect of child development. With the issuance of Law 2/1989 and Government Regulation 27/1990, the Ministry of National Education (MONE) was made responsible for the development and supervision of Kindergartens (TK), together with the Ministry of Religious Affairs (MORA), responsible for Islamic Kindergartens (RA). Institutionalisation of early childhood began with these measures.

2.1.3. Playgroups (KB) started to spring up in urban areas in 1963 to provide education-oriented services for working parents. In East Java Province, they cater for upper middle class working parents; but in most other Provinces, they cater for lower class families.

2.1.4. **Indonesian concept of child:** A child is insurance for the continuation of the family line and a necessity for quality life. His/her development is, thus, a family priority. A child is perceived to be a gift from God, and parents are to assume, on behalf of God, the childrearing responsibility.

## 2.2. ECCE Legislation / Policies

2.2.1. **Status within the education system:** Early childhood services, including Kindergartens, are not part of the education system. But Article 28 of Act 20/2003 on National Education System recognises ECCE as a stage preceding basic education and stipulates that it can be organised formally, non-formally or informally.

2.2.2. The endorsement of Law 20/2003 on National Education System has provided Indonesia with a stronger foundation for the implementation of ECE. However, inconsistency can be observed in the law concerning the position of ECE. Article 14 states that formal education levels include basic, secondary and higher education. Article 26 Item 3, on the other hand, suggests that non-formal education includes life skills education, early childhood education, youth education, women empowerment education, literacy education, and work skill and training education. This leads to the conclusion that ECE is part of non-formal education not covered under the formal education system. However, Article 28 Item 2 states that ECE can be organised through formal, non-formal and informal education. There is, thus, confusion about the status of ECE within the formal education system.

2.2.3. Although the law was announced, central government regulations, ministerial decrees, and local government regulations to enforce the law – especially those related to ECCE services - are not yet available.

2.2.4. **Ministerial responsibility:** In terms of the age groups of the children concerned, Indonesia has a parallel arrangement of ministerial responsibility. Through the two Directorates, the Ministry of National Education (MONE) is involved in services catering for children ages 0<sup>+</sup> – 6<sup>+</sup> years. The Ministry of Health is also involved with these age groups in the sense that it is its responsibility to ensure the healthy development of children in Kindergartens and in other ECE services. In the same manner, the Ministry of Social Welfare overlaps with the Ministry of National Education (MONE) and the Ministry of Health as well. The National Family Planning Coordination Board (BKKBN), responsible for the delivery and provision of the Mother’s Programmes (BKB), cater for children ages 0<sup>+</sup> – 5<sup>+</sup> years, together with the Ministry of Women’s Affairs, which is responsible for the policy component of the Mother’s Programmes (BKB).

2.2.5. Even if different ministries are involved in services catering for children of the same age group, there is normally a division of work related to their own domains of concern. Yet, it is also true that the overlapping responsibilities call for a need for coordination, which is not always easy to establish.

Table 12: Ministerial responsibility for ECCE by age

0	1	1	2	2	3	3	4	4	5	5	6	6	7
Ministry of National Education													
Ministry of Health													
Ministry of Social Welfare													
Ministry of Women’s Affairs													
National Family Planning Coordination Board													
Ministry of Religious Affairs													

Source: National case study on the situation of early childhood care and education services in Indonesia (2003).

2.2.6. **Integrated policy:** There have been constant efforts to address the need for an integrated approach to ECCE. In 1997, the Basic Guidelines of State Policy (GBHN) emphasised the need for the development of an integrated approach to ECCE. The Five-Year National Development Plan (Repelita VII – from

1998/9 to 2003/4), announced in 1998, also stressed a holistic approach to ECCE. In 2001, the Early Childhood Education Consortium was set up with the special objective of coordinating policies and services of different government actors. Yet, to date, the government does not have an integrated policy and programme framework for ECCE.

2.2.7. One of the reasons is that there are confusions related to the concept of ECCE. For instance, concerning age limit, some suggest that the age range be from 0<sup>+</sup> to 8<sup>+</sup> years, while others suggest 0<sup>+</sup> to 6<sup>+</sup> years or even from conception to 6<sup>+</sup> years. In terms of scope of study, the possibility of including religious and health aspects has also been discussed. As to organizational setting, there are views that ECCE should accommodate all settings. Finally, the definition of ECE or PADU is not yet clear or specific enough.

2.2.8. **Focus on non-formal approach:** In 2001, the Directorate of Early Childhood Education (Direktorat PADU) was created to promote an integrated approach to ECCE (as opposed to the formal approach centred on Kindergartens and placed under the Directorate General of Out of School Education and Youth (PLSP) in the Ministry of National Education (MONE)). The Directorate is to see to the development of policy and to the provision and supervision of early childhood services from the non-formal education track. While the management and operation of Kindergartens is under the responsibility of the Directorate of Kindergarten and Primary Education, which is under the Directorate General of Primary and Secondary Education, pedagogical materials developed by the Directorate of Early Childhood Education (Direktorat PADU) are also referred to and used.

2.2.9 **EFA objective for ECCE:** The Ministry of National Education (MONE)'s EFA plan on ECCE includes the following objectives: (1) increasing the participation rate of children ages 0<sup>+</sup> - 6<sup>+</sup> years in care services<sup>23</sup> from 37% in 2001 to 85% in 2015; (2) increasing the participation rate of children ages 0<sup>+</sup> - 6<sup>+</sup> years in education services from 28% in 2001 to 75% in 2015; (3) increasing the quality of ECCE services; and (4) increasing the number of private partners in the provision of ECCE services.

### 3. Access

#### 3.1. Current Status

3.1.1. Below is the general profile of the five Reference Services to be reviewed.<sup>24</sup>

Table 13: Profile of the Reference Services

	Kindergarten (TK) / Islamic Kindergarten (RA)	Playgroup (KB)	Childcare Centre (TPA)	Integrated Service Post (Posyandu)	Mother's Programme (BKB)
Child age <sup>25</sup>	4 <sup>+</sup> - 6 <sup>+</sup>	3 <sup>+</sup> - 6 <sup>+</sup>	3 months - 6 <sup>+</sup>	0 <sup>+</sup> - 6 <sup>+</sup>	0 <sup>+</sup> - 5 <sup>+</sup>
System status	Formal	Non-formal	Non-formal	Non-formal	Non-formal

<sup>23</sup> The increase of participation is to be supported by all types of early childhood services. That is, it is the position of the government not to specify the types of services through which the expansion of access is to be achieved.

<sup>24</sup> Besides these Reference Services, there are also ECE-programmatic services, which are services designed for children of 0<sup>+</sup> - 6<sup>+</sup> years, having the aspect of a learning programme as opposed to a playing programme.

<sup>25</sup> Indicated are the age groups of the children attending these services. This indicates neither age entitlements nor requirements for admission.

Focus	Education  / Islamic teaching (Islamic Kindergartens (RA))	Education	Care and education service for working parents	Health and nutrition service for mothers and their young children;  Psychosocial stimulation is being incorporated	Parenting programme for mothers <sup>26</sup> ;  Health, nutrition and psychosocial stimulation  Activities for children also offered
Responsible ministry	Ministry of National Education  / Ministry of Religious Affairs – supervision and monitoring of Islamic Kindergartens (RA)	Ministry of Social Welfare -- supervision  Ministry of National Education – curriculum	Ministry of Social Welfare – care and social service component, supervision  Ministry of National Education – guideline development	Ministry of Health – technical support, supervision  Ministry of Home Affairs – initiated the service in partnership with the Family Welfare Empowerment Movement (TP-PKK)	Ministry of Women’s Affairs – policy  National Family Planning Coordination Board (BKKBN) – delivery and supervision
Legislation		Law 4/1979 on Child Welfare  Law 20/2003 on Education  Establishment: Decision Letter of the Ministry of National Education 18/VI 1997 (SK Mendikans, no. 18/VI 1997)	Law 4/1979 on Child Welfare  Law 20/2003 on Education  Establishment: Decision Letter of the Ministry of National Education 18/VI 1997 (SK Mendikans, no. 18/VI 1997)  Supervision: Presidential Instruction 3/1997 (INPRESS 3/197)	Law 23/1992 on Health	
Opening hours	2 hours daily	2 hours, minimum 3 times/week	8-10 hours daily	2 hours, minimum 2 times/month	2 hours, minimum 2 times/month  One meeting with parents per month  Children’s activities offered in 2-hour sessions, 3 times/week
Fee	Fee paying	Fee paying	Fee paying	Free	Free
Setting	Centres (minor numbers in public schools)	Centres	Centres / homes	Centres / homes / village halls	Homes / village facilities
Required qualification level for teachers	2-year teacher-training college diploma (D2)	2-year teacher-training college diploma (D2)	2-year teacher-training college diploma (D2)	For teachers: 2-year teacher-training college diploma (D2)  For care workers: Upper secondary education (SLTA)	Information not available (usually volunteers)
Management / delivery	99% private 1% public	Private	Private	Community <sup>27</sup>	Community
Funding source	Private	Private	Private	Community	Community
Other observations <sup>28</sup>	Most organised	Found more in urban areas	Located near the parents’ workplace, especially in low-income areas	Evolved from the Family Nutrition Improvement Programme of the Ministry	

<sup>26</sup> As this is a non-formal programmes, fathers and any other members of the family can also attend.

<sup>27</sup> The Community Health Centres where the Integrated Service Posts (Posyandu) are found are funded by the government. But as the early childhood component is an extra service added to the Centre’s health services, the costs incurred to cover this additional component are covered by the community.

<sup>28</sup> From informal observation carried out for the preparation of this study.

	Parent-teacher Association  Federation of kindergarten implementation organisation of Indonesia	Managed by both public and private actors	low-income areas  TPA in rural and low-income areas function more like child-minding services for working parents; TPA for the upper-middle class are incorporating the educational component  Delivered by private foundations, Community Self-Help Organisations, Plantation companies, and Markets	Programme of the Ministry of Health.	
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3.1.2. **Participation:** It is difficult to obtain accurate data on participation in the Reference Services. According to 'National Plan of Action: Indonesia's Education for All' (2003), about 28% of children between 0<sup>+</sup> - 6<sup>+</sup> years are enrolled in services that have, either in part or in entirety, an educational component. The percentage of care services focusing on children's nutrition and health is 37%. The rate among 4<sup>+</sup> - 6<sup>+</sup> years is 16%.

Table 14: Enrolment in early childhood services

Age group	Total Population (million)	Population participating in education services, % of total	Population participating in care services, % of total
0 <sup>+</sup> - 6 <sup>+</sup>	26.2	28  9.5 through Mothers' Programme (BKB) 6.7 through Kindergartens (TK) 1.4 through Islamic Kindergartens (RA) 0.1 through Playgroups (KB) 0.05 through Childcare Centres (TPA) 10 through primary education	37  Mostly through Mother's Programmes (BKB) and Integrated Service Posts (Posyandu)
4 <sup>+</sup> - 6 <sup>+</sup>	12.2	16.2  13% through Kindergartens (TK) 3% through Islamic Kindergartens (RA)	

Reference: National Plan of Action: Indonesia's Education for All.

3.1.3. The following is another set of enrolment data presented by the Minister of Education at the UNESCO 5<sup>th</sup> E-9 Ministerial Meeting held in December 2003.

Table 15: Enrolments in selected early childhood services

	% of 0 <sup>+</sup> - 6 <sup>+</sup> year olds (out of 26.1M)		% of 4 <sup>+</sup> - 6 <sup>+</sup> year olds
	2000	2002	2000
Kindergartens (TK)	6.06	6.70	12.98
Islamic Kindergartens (RA)	1.10	1.44	2.35

Playgroups (KB)	0.02	0.14	
Childcare Centres (TPA)	0.03	0.06	
Mother's Programmes (BKB)	9.67	9.67 <sup>29</sup>	
Total	17	18.03	15.34

3.1.4. According to Susenas 2003, older children (5<sup>+</sup> - 6<sup>+</sup> years) are more likely to be enrolled in services than younger children (3<sup>+</sup> - 4<sup>+</sup> years), in both rural and urban areas. The regional gap, however, is as deep as the age gap: the participation rate in rural areas is only half of that of the urban areas.

Table 16: Gross enrolment in pre-school, %, 2003

	3 <sup>+</sup> - 4 <sup>+</sup> year olds	5 <sup>+</sup> - 6 <sup>+</sup> year olds	Mean
Urban	18.1	45.3	31.7
Rural	9.3	24.1	16.7
Mean	13.7	34.7	

Source: Susenas 2003.

3.1.5. **Size of services:** Like with enrolment data, there are two sets of data available on the number of services available. Following are data presented by the Minister of Education at the UNESCO 5<sup>th</sup> E-9 Ministerial Meeting held in December 2003 (% increase added).

Table 17: Number of services available

	No. of Services			No. of children enrolled		
	2000	2002	% increase	2000	2002	% increase
Kindergartens (TK)	41,746	44,564	7	1,583,467	1,749,722	10
Islamic Kindergartens (RA)	11,560	11,560 <sup>30</sup>	--	287,778	378,094	31
Playgroups (KB)	202	1,256	500	4,848	36,649	650
Childcare Centres (TPA)	768	1,789	133	9,216	15,308	66
Mother's Programmes (BKB)	244,567	244,567 <sup>31</sup>	--	2,526,204	2,526,204 <sup>32</sup>	--

3.1.6. At the national level, 44% of the total early childhood services are Integrated Service Posts (Posyandu) and another 44% Mother's Programmes (BKB). Kindergartens (TK), including Islamic ones (RA), make up about 10% (8 % + 2%, respectively) of the total. Playgroups (KB) (0.2%) and Childcare Centres (TPA) (0.3%) make up less than 1% of the total.

Table 18: Distribution of Reference Services by Province

Total no.	Distribution by type of services, %
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<sup>29</sup> Data of 2000.

<sup>30</sup> Data of 2000.

<sup>31</sup> Data of 2000.

<sup>32</sup> Data of 2000.

	of services	Kindergarten (TK)	Islamic Kindergarten (RA)	Playgroup (KB)	Childcare Centre (TPA)	Integrated Service Post (Posyandu)	Mothers' Programme (BKB)	Population 0+ – 6+	Service / Child ratio
<b>Java</b>									
Jakarta	10,306	15	4	1	0	35	45	929,633	1:90
West Java + Banten	114,134	4	1	0	0	42	53	5,648,080	1:49
Central Java	99,149	11	3	0	0	46	40	3,634,847	1:37
Yogyakarta	12,615	14	7	0	0	42	36	273,825	1:22
East Java	117,968	10	3	0	0	36	49	3,900,814	1:33
<b>Sumatra</b>									
Aceh	23,242	3	1	0	0	27	68	566,553	1:24
North Sumatra	36,325	1	0	0	0	42	57	1,683,083	1:46
West Sumatra	10,254	11	2	0	0	65	21	618,885	1:60
Riau	7,908	11	1	0	12	50	26	669,552	1:85
Jambi	5,939	6	1	0	0	50	43	322,608	1:54
South Sumatra + Bangka Belitung	11,758	5	1	0	0	66	27	982,503	1:83
Bengkulu	5,469	4	1	0	0	32	62	201,598	1:37
Lampung	10,447	11	1	0	0	67	21	916,436	1:88
<b>Kalimantan</b>									
West Kalimantan	6,169	6	1	0	1	56	36	527,733	1:85
Central Kalimantan	3,519	13	2	0	0	54	31	235,447	1:67
South Kalimantan	8,336	12	3	0	1	38	45	388,438	1:47
East Kalimantan	4,776	9	1	1	0	82	8	351,630	1:74
<b>Sulawesi</b>									
North Sulawesi + Gorontalo	12,468	10	0	0	0	28	24	347,750	1:28
Central Sulawesi	3,630	19	--	0	0	78	40	320,756	1:88
South Sulawesi	11,435	11	2	1	2	58	25	1,064,517	1:93
Southeast Sulawesi	5,917	6	0	0	0	46	47	278,367	1:47
<b>Other Islands</b>									
Maluku + North Maluku	3,986	6	0	0	--	61	32	354,577	1:88
Bali	7,468	10	0	0	0	56	34	369,157	1:49
West Nusa Tenggara	6,096	10	--	0	0	70	19	564,943	1:93
East Nusa Tenggara	8,920	7	0	0	0	76	17	660,615	1:74
Papua	3,680	9	--	1	1	73	16	360,416	1:98
Total / Average	553,480	8	2	0	0	44	44	26,172,763	1:47

Source: National Action Plan: Indonesia's Education for All, 2003.



3.1.7. About 64% of the total number of services is concentrated in five Provinces – West Java + Banten, East Java, Central Java, North Sulawesi + Gorontalo, and South Sumatra + Banka Belitung, while they have 55% of the total population ages 0<sup>+</sup> – 6<sup>+</sup>.

Table 19: Provinces in which the majority of Reference Services are found

Province	No. of services	Services, % of total	No. of children ages 0 <sup>+</sup> – 6 <sup>+</sup> years	Children ages 0 <sup>+</sup> – 6 <sup>+</sup> years, % of total
West Java + Banten	114,134	21	5,648,080	22
East Java	117,968	21	3,900,814	15
Central Java	99,149	18	3,634,847	14
North Sulawesi + Gorontalo	12,468	2	347,750	1
South Sumatra + Banka Belitung	11,758	2	982,503	4
Sub-total	355,477	64	14,513,994	55
National	553,480	100	26,172,763	100

3.1.8. The five Provinces with the lowest level of service availability (or highest child/service ratio), and the five Provinces with the highest level of service availability (or lowest child/service ratio) are as follows. About 14% of children ages 0<sup>+</sup> – 6<sup>+</sup> years live in the Provinces where the service availability is relatively low and about 33% in the Provinces where the service availability is relatively high. Papua has the lowest service availability measured in terms of child/service ratio and Yogyakarta the highest.

Table 20: Provinces with highest and lowest rate of service availability

Province	Children ages 0 <sup>+</sup> – 6 <sup>+</sup> % of total	Child/Service ratio
Papua	1	1:98
West Nusa Tenggara	2	1:93
South Sulawesi	1	1:93
Jakarta	4	1:90
Lampung, Central Sulawesi, and Maluku + North Maluku	6	1:88
Sub-total	14	
Yogyakarta	1	1:22
Aceh	2	1:24
North Sulawesi + Gorontalo	1	1:28
East Java	15	1:33
Central Java and Bengkulu	14	1:37
Sub-total	33	

3.1.9. Concerning enrolments among 3<sup>+</sup> - 4<sup>+</sup> year olds in ECCE services, Yogyakarta shows the highest rate at 28.88%, and Bengkulu the lowest at 4.85%.

## 3.2. Perceived Problems

3.2.1. **Mismatch of need and supply:** Most services are found in urban areas, while those who need them most are in rural areas.

3.2.2. **Low demand:** In rural areas, mothers are engaged in agricultural work. They also live in extended families. These factors lessen their need to seek childcare services outside their homes.

3.2.3. **Under-utilisation:** According to a study conducted by the Ministry of National Education (MONE) in cooperation with the World Bank in West Sumatra, West Kalimantan and South Sulawesi (1996-97), even where the Integrated Service Posts (Posyandu) were available in 80% of the villages, only 50% of the children received these services. One of the reasons for mothers not to use the Integrated Service Posts (Posyandu) is that they simply do not offer the services they need.

3.2.4. The low use of health services also has to do with the availability of financial support. According to an evaluation study conducted by the Ministry of Health, when child delivery among the poor was subsidised, the percentage of birth attendance by trained nurses increased while that of midwives decreased drastically. When the subsidy was interrupted, the trend was immediately reversed.

3.2.5. **Misunderstanding:** According to a study conducted by the State Ministry of Women's Empowerment (2001)<sup>33</sup> in DKI Jakarta and its vicinities, people tend to consider early childhood services as a form of schooling and do not see that children ages 0<sup>+</sup> - 6<sup>+</sup> years are ready for "schooling."

3.2.6. The participation rate in Integrated Service Posts (Posyandu) varies from 1% to 6% in urban slum areas and 2% to 8% in rural areas (1998-2003).<sup>34</sup> Mothers in disadvantaged areas do not believe in the necessity of immunisation. Mothers tend to believe that as babies are just delivered to the world and have not had enough time to interact with the environment, there is no need to immunise them against diseases. As for older children, mothers tend to believe that the children are grown up and strong enough to defend themselves naturally against diseases.

3.2.7. **Existing options not explored:** Empty primary school classes could be utilised, and more Kindergartens could be created within existing schools. This option has not been explored, except within the pilot initiative of One-Roofed Kindergartens and TK-Seatap.

3.2.8. **Ineffective policy:** Government expenditures on health focus on remedial, rather than preventive, programmes, such that early childhood services do not receive budgetary attention. For example, the majority of funds from subsidy programmes, such as the fuel subsidy programme, are set aside for the supply of medicines, rather than for the support of early childhood services, which can prevent many health problems for both mothers and their young children. Similarly, in using the Special Allocation Fund set up in the health sector, more than half of the budget was used to supply health equipment (e.g., ambulances) and to improve facilities, rather than to support poor families, who may not even have access to those facilities and equipment.

3.2.9. The 1945 Constitution suggests that 20% of government expenditures be spent on education. If this Constitutional obligation is realised and if the allocated budget is distributed efficiently and equitably, early childhood services can be expanded, especially if the flexible non-formal approaches are promoted.

### **3.3. Policy and Legislative Measures**

3.3.1. The Directorate of Kindergarten and Primary Education is planning to pilot different models of Kindergartens. For urban areas, a Kindergarten roofed with a primary school is being implemented. For rural areas, a large variety is being experimented – Foster Kindergarten (TK Asuh), Nature Kindergarten (TK Alam), Praying Place Kindergarten (TK Tempat Ibadah), Mobile Kindergarten (TK Keliling), Children of the Beach Kindergarten (TK Anak Pantai), Kindergarten in the Workplace (TK Di Lingkungan Kerja), Children of the Stiled House Kindergarten (TK Anak Panggung), and Koranic Kindergarten (TK Al Quran).

## **4. Quality**

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<sup>33</sup> Yayasan Kita dan Buah Hati, Jurnal PADU, 2002-9.

<sup>34</sup> Data from Helen Keller International, 2003.

## 4.1. Current Status

4.1.1. **Pedagogical guidelines:** There is no overall policy document that explicitly articulates the definition of quality in ECCE in the context of Indonesia. The concerned ministries and actors, including external partners, develop their own operational guidelines and set their own programme and material requirements for their respective services.

4.1.2. Kindergartens have a relatively elaborated national curriculum for 5+ year olds developed by the Curriculum Development Centre of the Ministry of National Education (MONE). But the guidelines for Playgroups (KB) and Childcare Centres (TPA) are not elaborated and do not provide educators with much pedagogical guidance.

Table 21: Pedagogical guidelines for the Reference Services

	Name	Developer	Observations
Kindergarten (TK)	Learning Activity Programme (PKB) <sup>35</sup>	Curriculum Development Centre of the Ministry of National Education (MONE)	Used by private and NGO Kindergartens
Islamic Kindergarten (RA)	Learning Activity Programme (PKB) adopted for Islamic Kindergartens	Curriculum Development Centre of the Ministry of National Education (MONE) and the Ministry of Religious Affairs (MORA)	
Playgroup (KB)	National Learning Programme for Playgroups  Learning Activity Programme (PKB)  Instruction Manual for Playgroups	Directorate of Early Childhood Education (Direktorat PADU) <sup>36</sup>  Curriculum Development Centre of the Ministry of National Education (MONE)  Directorate of Early Childhood Education (Direktorat PADU)	
Childcare Centre (TPA)	National Learning Programme for Childcare Centres  Instruction manual for Childcare Centres	Directorate of Early Childhood Education (Direktorat PADU) <sup>37</sup>  Directorate of Early Childhood Education (Direktorat PADU)	
Integrated Service Post (Posyandu)	Guidelines for pilot Posyandu models	Directorate of Early Childhood Education (Direktorat PADU)	
Mother's Programme (BKB)	No information available	No information available	

Table 22: Pedagogical focus of the Reference Services

Reference Service	Service Focus
Kindergarten (TK)	Laying the foundation for the child's lifelong learning – cognitive, emotional, behavioural, social, and linguistic development  Health service provided
Islamic Kindergarten (RA)	Same with Kindergarten (TK), with added emphasis on religious learning
Playgroup (KB)	Similar to Kindergarten (TK)

<sup>35</sup> The national curriculum for Kindergartens (TK)

<sup>36</sup> In partnership with other stakeholders.

<sup>37</sup> In partnership with other stakeholders.

Childcare Centre (TPA)	Care and education for children while parents are working  In rural areas, the childminding function is dominant  In urban areas, educational component is incorporated
Integrated Service Post (Posyandu)	Health (e.g., immunisation) and nutrition (e.g., provision of supplementary foods) services provided for mothers and their young children  Monitoring of children's health and nutritional status  Prenatal care for pregnant mothers  Parent education for child's psychosocial development; emphasis on activities to prepare children for formal schooling
Mother's Programme (BKB)	Parent and family education on child development; emphasis on health, nutrition, and psychosocial components  Parenting education to prepare children for formal schooling (Family Development Programmes for School Readiness)

Source: UNESCO (2000). Bulletin PADU. Publications from the Directorate of Early Childhood Education (Direktorat PADU).

4.1.3. **Teacher qualifications:** The required education levels of primary school teachers and the educators of Reference Services are as follows:

Table 23: Qualification requirements for primary school teachers and ECCE educators

	Required level	Current status
Primary school <sup>38</sup>	2-year teacher-training college diploma (D2)	Out of 1,141,168 primary school teachers, 94% are civil servants, 52% teacher-training uppers secondary school (SPG) graduates; 30% two-year diploma from upper secondary school for teachers (D2-PGSLTP); 6% S1 graduates specialising in non-education fields; 3% one-year diploma from lower secondary school for teachers (D1-PGSLTP); 3% three-year diploma from various fields of study; 2% non-SPG graduates (from various general and vocational upper secondary schools); 0% S2 master's degree graduates
Kindergarten (TK)	2-year teacher-training college diploma in Kindergarten education (D2-PGTK)	51% graduates of general (SLTA) or teacher-training upper secondary schools (SPG) with specialisation in kindergarten education  10% graduates of general (SLTA) or teacher-training upper secondary schools (SPG) without specialisation in kindergarten education  30% graduates of 4-year university with various majors (S1)  6% two-year teacher-training college (D2-PGTK)  4.1% graduates of 4-year university with various majors (S1)
Islamic Kindergarten (RA)	2-year teacher-training college diploma in Kindergarten education (D2-PGTK)	No information available
Playgroup (KB)	2-year teacher-training college diploma in Kindergarten education (D2-PGTK)	Mostly graduates of Kindergarten Teacher's Education Programmes offered in upper secondary schools

<sup>38</sup> Out of 150,612 primary schools, 93% are public schools and about 7% private. Teacher training for primary education used to be offered at the level of upper secondary school; it is now offered as 2-year diploma courses. Teacher training for lower secondary education has also been upgraded from 3-year diploma courses to 4-year university programmes.

Childcare Centre (TPA)	For teachers: 2-year teacher-training college diploma in Kindergarten education (D2-PGTK) <sup>39</sup>  For care workers: upper secondary education with training in childcare (SPG)	Mostly graduates of primary or lower secondary schools  Childcare Centres for middle class families staffed with graduates of upper secondary schools or higher.  Care service staff required to complete upper secondary education with training in childcare.
Integrated Service Post (Posyandu)	For teachers: 2-year teacher-training college diploma in Kindergarten education (D2-PGTK) <sup>40</sup>  For care workers: upper secondary education with training in childcare (SPG)	No information available
Mothers' Programme (BKB)	No information available	No information available

4.1.3.1 ECE staff should consist of (1) Professional educators who are ECE educators with an academic-professional education of at least D2 from accredited ECE study programmes, and (2) Semi-professional educators with at least high school qualifications and having obtained training and a certificate in ECE.

4.1.4. **Remuneration:** Salaries of public Kindergarten teachers are paid by the Ministry of National Education (MONE). The Mother's Programmes (BKB) provide an honorarium for their educators (BKB Kaders) while toys and printed materials for parent education programmes are provided by the National Family Planning Coordination Board (BKKBN). However, in some Mother's Programmes (BKB), the volunteers do not receive any honorarium, and programme materials are produced from community contributions and donations.

4.1.5. The Integrated Service Posts (Posyandu) rely heavily on volunteers from the Family Welfare Empowerment Movement (TP-PKK). However, the personnel of the Community Health Centres, where the services are set up, receive salaries from the government. Basic health centre supplies (e.g., medical supplies, vaccines, medicine) are covered by public funds (channelled through the Ministry of Health) and grants from international agencies.

4.1.6. **Student/teacher ratio**<sup>41</sup>: According to an informal investigation in East Java carried out for the purpose of this report, the teacher/student ratio in Playgroups (KB), Childcare Centres (TPA), and other equivalent service units currently stands at 1:25, 1:5 and 1:10, respectively.

4.1.7. **Supervision:** Supervision of the References Services is done individually by the concerned Ministries – Kindergartens (TK) by the Ministry of National Education (MONE) and Islamic Kindergartens (RA) by the Ministry of Religious Affairs (MORA).

4.1.8. The Ministry of National Education (MONE) is to supervise all Kindergartens, both private and public, through supervisors at the District level responsible for Kindergartens and primary schools. They are to visit services at least once every 3 months. It is, however, not clear if the required visitations take place.

4.1.9. Integrated Service Posts (Posyandu) and Mother's Programmes (BKB) are supervised by local authorities of the Ministries of Health and Social Welfare and the Family Welfare Empowerment Movement (TP-PKK), who are directly involved in the delivery of services. Individual activities and reports of officials from different sectors are not very well coordinated.

<sup>39</sup> For teachers only. Caregivers need to be graduates of lower secondary schools or have received special training in childcare.

<sup>40</sup> For teachers only. Caregivers need to be graduates of lower secondary schools or have received special training in childcare.

<sup>41</sup> Also see Annex 2, Table 13.

4.1.10. **Transition to formal schooling:** Pre-primary education is provided through Kindergartens, which are almost 100% private. A very small number of Kindergartens are set up in public schools. There are very little efforts or systems designed to smoothen the child's transition from an early childhood service to a formal school setting. The Integrated Service Posts (Posyandu) and the Mother's Programmes (BKB) are also trying to incorporate the pre-primary education component through parenting education.

## 4.2. Perceived Problems

4.2.1. **Focus on learning skills:** In principle, Playgroups (KB) is to emphasise children's playing. However, they often adopt Learning Activity Programmes (PKB) for Kindergartens and highlight children's acquisition of school readiness skills – reading and writing.

4.2.2. **Lack of trained personnel:** In Kindergartens, where data are available, the percentage of educators with the required qualification is limited to 6%. Non-formal educators do not have a systematic training track.

4.2.3. **Lack of pedagogical guidelines:** The existing guidelines for Playgroups (KB) and Childcare Centres (TPA) tend to focus on the operation of services (e.g., admission age groups, staffing requirements, adult/child ratio, facilities and administrative procedures for registration, etc.), and do not offer much information on how to run daily programmes.

4.2.4. Similarly, some of these services may provide play facilities and equipment, but are poor in providing other learning and teaching software (e.g., books and toys).

4.2.5. **Lax evaluation and supervision:** A supervision structure is in place, but the actual supervisory visitations do not take place as required. When different sectors are involved, the coordination of different reports remains a problem. With decentralisation in place, it is increasingly difficult to get information from local authorities and synthesise this at the central level. In addition, the number of ECE managers is still very small. Supervisors are limited to Kindergartens only and must share their time and expertise to supervise primary schools as well. Most supervisors do not have an educational background in child development. This, in turn, has to do with the lack of training institutions for the early childhood workforce.

4.2.6. The impact of different services on children and parents has not been evaluated.

4.2.7. **Imported materials:** Learning materials used in various ECCE programmes are imported and published by private publishers. There is a large gap between services that can afford these materials and those that cannot.

## 4.3. Policy and Legislative Measures

4.3.1. **Creation of the Directorate of Early Childhood Education (Direktorat PADU):** In 2001, to promote a holistic approach to ECCE and improve the quality of early childhood services, the Directorate of Early Childhood Education (Direktorat PADU) was established under the Ministry of National Education (MONE) in 2001. Its main responsibility is to collect and compile information for policymaking, and to standardise non-formal early childhood services and their evaluation.

4.3.2. **Integrated curriculum guidelines:** In August 2002, the Curriculum Development Centre under the Ministry of National Education (MONE) completed the Basic Competency Curriculum for Early Childhood Education for 0<sup>+</sup> - 3<sup>+</sup> year and 4<sup>+</sup> - 6<sup>+</sup> year olds (Kurikulum dan Hasil Belajar Kompetensi Dasar Pendidikan Anak Usia Dini 0<sup>+</sup> - 3<sup>+</sup> and 4<sup>+</sup> - 6<sup>+</sup>; Competency Curriculum, hereafter). This is the first major pedagogical framework ever developed for all early childhood services. It covers all dimensions of child

development and indicates learning outcomes and indicators for each competency to be acquired. It was distributed to all concerned ministries and early childhood service providers.

4.3.3. Based on the Competency Curriculum, the Directorate of Early Childhood Education (Direktorat PADU) and the ECE Consortium are currently working on a “National Curriculum for Childcare Centres (TPA)” (for 0<sup>+</sup> - 6<sup>+</sup> year olds) and a “National Curriculum for Playgroups (KB)” (for 3<sup>+</sup> - 4<sup>+</sup> year olds).

4.3.4. The Directorate of Early Childhood Education (Direktorat PADU) has also published various support materials to improve the programmes and outcomes of ECE services. It has published (1) fifteen Guidelines that contain latest information on child development theories and ECE practices, which help both scholars and practitioners to improve their knowledge and skills in ECE; (2) two manuals to assist practitioners with the making and utilisation of ECE toys; (3) eight learning materials to assist and promote young children’s reading; and (4) several periodicals that help to keep all actors in the field updated on latest ECCE information and to network themselves for collaboration. The Directorate has also offered various training and refresher courses to ECCE educators and managers.

4.3.5. **Reinforcement of education in care services:** As an effort to reinforce the educational function of the Integrated Service Posts (Posyandu), Garden Integrated Service Posts (Taman Posyandu) are being piloted in 14 Integrated Service Posts (Posyandu) in West Java. In the Garden Integrated Service Posts (Taman Posyandu), children are provided with psychosocial stimulation and programmes to help them become ready for formal schooling, in 1-2 hour sessions, once to three times a week. These are fee-paying services (about Rp. 500), which is an obstacle for some poor mothers. The initiative is being implemented by the University of Padjadjaran, in collaboration with the WHO, among others.

4.3.6. **Integration of services:** In ECE Centres (Pusat PADU), the Reference Services are located within proximity of each other or within one complex to promote an integrated approach. There are now 606 newly constructed ECE Centres (Pusat PADU) in the Districts selected as project sites for the World Bank loan-funded ECD Project. Training of teachers, including newly recruited teachers who will work in these Centres, has also been conducted. The Directorate of Early Childhood Education (Direktorat PADU) coordinates the Districts for the set up.

4.3.7. **Training offered:** The Directorate of Kindergarten and Primary Education is planning to develop a Professional Development System to improve the education and training of Kindergarten teachers and supervisors. It also intends to improve Kindergarten teachers’ qualification levels through 2-year teacher-training diploma in Kindergarten education (D2-PGTK) and that of Kindergarten and primary school supervisors through specialised training courses. The Directorate is also developing minimum service standards for Kindergartens.

4.3.8. In 2001, the Directorate of Early Childhood Education (Direktorat PADU), through the ECE Forum and the ECE Consortium, offered in-service training to educators of Childcare Centres (TPA) and Playgroups (KB). Ten national workshops have been conducted, and the trained trainers have in turn conducted local workshops, which were subsidised by the Directorate of Early Childhood Education (Direktorat PADU).

4.3.9. ‘National Plan of Action: Indonesia’s Education for All’ recommends the utilisation of the Educational Committee and School Committee to improve access and quality of Kindergartens, as these committees have now developed as a result of the implementation of school-based management (SBM), which is parallel to the decentralization of education policy being adopted nationwide.

## 5. Resources

## 5.1. Current Status

5.1.1. **Funding for ECCE:** At the state level, the funding effort of the Ministry of National Education (MONE) will focus on Kindergartens, Playgroups (KB), and Childcare Centres (TPA); that of the Ministry of Health on Integrated Service Posts (Posyandu); and that of the Ministry of Social Welfare on Playgroups (KB) and Childcare Centres (TPA).

5.1.2. Allocations from regional budgets are distributed to the Provinces, Districts and Municipalities through the General Allocation Fund (DAU). NGO funds from both within and outside Indonesia come from bilateral and multilateral sources.

5.1.3. **Public funding:** The 1945 Constitution stipulates that the government should spend 20% of its government expenditure on education. The current figure standing at less than 1%; this mandate is far from being fulfilled.

5.1.4. Public Reference Services such as public Kindergartens, Integrated Service Posts (Posyandu) and Mother's Programmes (BKB) are funded by their respective ministries. Funds are decentralised from the central government to the Sub-districts and Villages. The decentralised budgets from different ministries are, in the case of Childcare Centres (TPA), merged at the District level. Government funds, which are drawn directly from the central government's "fiscal balance" in the form of block grants, are spent mainly to cover teachers' salaries in all ministries.

5.1.5. The sources of state budgets for ECCE are as follows:

Table 24: Source of ECCE budgets for Reference Services

	References Services concerned
Ministry of National Education	Kindergartens (TK) Playgroups (KB) Childcare services (TPA)
Ministry of Health	Integrated Post Service (Posyandu)
Ministry of Social Welfare	Playgroups (KB) Childcare Centres (TPA)
Ministry of Religious Affairs	Islamic Kindergartens (RA)

5.1.6. ECCE budgets of the Ministry of National Education (MONE)<sup>42</sup> are as follows.

Table 25: ECCE budgets of the Ministry of National Education (MONE)

	(Billion Rp.)		
	2001	2002	2003
Directorate of Early Childhood Education (Direktorat PADU) <sup>43</sup>	46.4	40	57.3
Directorate of Kindergarten and Primary Education	38.79	42.1	66.42

5.1.7. Management of special funds, such as the Social Protection Sector Development Programme, are decentralised, with more decision-making power devolved to Provinces and Districts.

<sup>42</sup> Presented by the Minister of Education at the 5<sup>th</sup> E-9 Ministerial Meeting held in Cairo in December 2003.

<sup>43</sup> Including foreign loans.



5.1.8. In case of a crisis, early childhood services are provided and funded through emergency funds. During the economic crisis in 1997 and 1998, a series of Social Safety Net Programmes were prepared. Integrated Service Posts (Posyandu) were used to deliver necessary foods and health services to poor families and their young children.

5.1.9. **Private provision:** Indonesia has a long tradition of delivering early childhood services in partnership with the private sector. Individuals, NGOs and foundations have set up Kindergartens, Playgroups (KB) and Childcare Centres (TPA), which cater mainly for families of middle or upper-middle class. These partners are now members of the Early Childhood Education Forum. Private early childhood services recover all their costs (e.g., buildings, equipment, materials, teacher's salaries and other operational costs) from the fees that they collect from the parents. Private Childcare Centres (TPA) and Playgroups (KB) can apply for government subsidies or supports available from international development agencies.

5.1.10. **Parental contribution:** In Indonesia, whether it is a public or private service, some kind of parental contribution is always expected in early childhood services. In the educationally reinforced Integrated Service Posts (Taman Posyandu), which is largely public, for example, the parents are to pay Rp. 500 per session. In the Childcare Centres (TPA) established and run by the Christian Children's Fund, contributions from parents come in the form of food, time and labour (e.g., assistance with feeding, construction of buildings, etc.), in addition to the fees ranging from Rp.2,500 to Rp. 7,500.

5.1.11. Monthly Kindergarten fees range from Rp. 3,000 to Rp. 36,000, implying wide quality gaps among services of different fee rates. Some private Kindergartens charge as high as Rp.150,000 - Rp.200,000 (UNICEF, 2000). According to the IEA Pre-primary Education Project, the monthly fees for Kindergartens and Playgroups (KB) in Jakarta range from \$22 or Rp. 200,000 to \$33 or Rp. 300,000.

5.1.12. According to the same source, 97% of urban Kindergartens and 71% of rural Kindergartens charge fees.<sup>44</sup> In addition to the regular fees, 73% of urban Kindergartens and 64% of rural Kindergartens charge additional fees for books and other learning materials. Considering the parents' travel time to drop off their children at the services and other foregone costs, the actual monthly cost to enrol a child in even one the least expensive Kindergartens (costing Rp. 3000) could in fact augment at least four times to Rp. 14,000.

5.1.13. According to the IEA Survey on Child Care and Education (2001) for 3.5 – 4.5 year olds, about 65% of Indonesian working parents who purchase a childcare service outside the home must pay an average of \$4 or Rp. 36,000 each month. In addition, 28% of urban parents and 32% of rural parents provide in-kind support (e.g., providing lunches for their children).

5.1.14. **Community Participation:** Community empowerment is being adopted as a strategy to promote ECCE. Community participation can take many forms. Participation in services is one and contribution to the provision and delivery of services is another. Community members can promote ECCE as users, managers, service providers and supporters.

## 5.2. Policy and Legislative Measures

5.2.1. **ECE Fund:** The Directorate General of Out of School Education and Youth (PLSP) set up an ECE Fund with its annual budget to support initiatives to set up ECE services at the District level. Interested Districts can submit their applications for the Fund. The Directorate grants it as seed money to qualified applicants, with a set of pre-conditions or requirements to fulfil.

## 6. Government Coordination

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<sup>44</sup> Playgroups (KB) and Childcare Centres (TPA) run by NGOs in poor areas do not charge fees.

## 6.1. Current Status

6.1.1. The key sectors involved in ECCE - education, social welfare and health - collaborate and complement each other to some extent. For example, health authorities are involved in the services provided by the education or social sectors, looking after children's health and nutritional matters. The social sector's whole-day services conveniently complement the education sector's half-day services, catering for the child's educational needs as well as parents' childcare needs.

6.1.2. However, as different ministries provide their own services, duplication is inevitably observed in the development of policy, guidelines, standards and materials. Different ministries also provide and run different training programmes for the educators of their respective services. For example, both the Ministry of National Education (MONE) and the Ministry of Social Welfare offer training courses for workers at Childcare Centres (TPA), but present different orientations, thereby confusing the trainees who are to work in the same service structure.

Table 26: Ministerial responsibilities for the Reference Services

	Early childhood services concerned
Ministry of National Education	<p>Formal: Kindergartens (TK), Islamic Kindergartens (RA)<sup>45</sup></p> <p>Non-formal: Playgroups (KB), Childcare Centres (TPA)</p> <p>The Directorate General of Out of School Education and Youth (PLSP) and the Directorate General of Primary and Secondary Education are responsible for the operation, management and pedagogy, including teaching of teachers of ECCE services, including Kindergartens (TK)</p> <p>The Ministry of Religious Affairs (MORA) assists with the religious pedagogical aspects of Islamic Kindergartens (RA) and other religious ECCE services</p>
Ministry of Health	<p>Integrated Service Posts (Posyandu)</p> <p>Also concerned with the health aspects of other early childhood services</p>
Ministry of Social Welfare	Playgroups (KB), Childcare Centres (TPA)
National Family Planning Coordination Board	<p>Mother's Programmes (BKB)</p> <p>Responsible for family components of other early childhood services</p>
Ministry of Home Affairs	<p>Integrated Service Posts (Posyandu)</p> <p>Responsible for the provision of physical facilities of early childhood services</p>

6.1.3. **Coordination mechanisms:** There are no officially recognised mechanisms at the national level for coordinating early childhood services across sectors. But two existing mechanisms serve as vehicles that different actors from the government and civil society can use to experiment with creating partnerships - the Early Childhood Education Forum and the Early Childhood Education Consortium.

6.1.4. The Forum, set up in 2001, consists of high-level government officials from all concerned inter-ministerial and multi-sectoral coordinating bodies. Its main function is to develop and coordinate early childhood policies. In 2001, the Directorate of Early Childhood Education (Direktorat PADU) supported the creation of another mechanism, the ECE Consortium, to coordinate non-formal ECCE services

<sup>45</sup> In collaboration with the Ministry of Religious Affairs (MORA).

(excluding Kindergartens) across different ministries. Though the latter's focus is on programme improvement and coordination, by being involved in policy development of non-formal early childhood services, it overlaps partly with the Forum, whose main function is policy development.

Table 27: Early Childhood Coordination Mechanisms in Indonesia

Name	Location	Membership	Function
Early Childhood Education Consortium	Directorate General of Out of School Education and Youth, Ministry of National Education	Mid-level technical government officials from concerned ministries and coordinating bodies, early childhood experts, NGO representatives	Develop, evaluate, coordinate and advocate non-formal early childhood programmes for 0 <sup>+</sup> - 6 <sup>+</sup> year olds  Improve curriculum and management  Conduct capacity-building exercises
Early Childhood Education Forum	Directorate General of Out of School Education and Youth, Ministry of National Education	High-level government officials from concerned ministries and bodies	Develop and coordinate early childhood policies

## 6.2. Perceived Problems

6.2.1. **Coordination needs:** Supervision, monitoring and evaluation of the Reference Services need to be better coordinated across different ministries. Training is another area awaiting a more harmonised system.

6.2.2. Curriculum development activities, too, have been multiplied, but with the Competency Curriculum now available to provide overall principles and guidelines for all early childhood services, the diverse efforts ought to be more harmonised.

6.2.3. **Two tracks within the Ministry of National Education (MONE):** The Directorate of Early Childhood Education (Direktorat PADU) is responsible for non-formal early childhood services. But the Directorate houses the ECE Consortium which includes providers of Kindergartens, which are under the responsibility of the Directorate of Kindergarten and Primary Education. Within the Ministry of National Education (MONE), two Directorates exist, resulting in possible duplication.

6.2.4. This parallel existence can be a problem. In ECE Centres (Pusat PADU), where both Kindergartens and other ECE services of the Directorate of Early Childhood Education (Direktorat PADU) coexist, the decision over which Directorate is to be responsible for ECE Centres (Pusat PADU) is a delicate one. For the time being, it is decided that the Directorate of the dominant service provided in the Centre will be given the overall responsibility.

6.2.5. **Various policies and services:** The types of early childhood services are too numerous. This makes it difficult to formulate a comprehensive, yet, coherent policy on ECCE. The provision structure needs to be streamlined, while synergy among concerned parties must be maximised.

6.2.6. **Government position:** The government's current position regarding administrative responsibility for ECCE is not to single out any ministry or party as the lead actor. On the contrary, emphasis is being placed on coordination and collaboration. There are also views that it may not be a strategic approach to identify a lead sector, considering that the area is still in an early stage of institutionalisation, with the provision of services sustained by diverse, but willing, actors.

### 6.3. Policy and Legislative Measures

6.3.1. **Some cleared division of responsibilities:** Previously, both the Ministry of Health and the National Family Planning Coordination Board (BKKBN) were involved in the provision of Mother's Programmes (BKB) and the Integrated Service Posts (Posyandu). Their responsibilities were later divided: Ministry of Health mainly responsible for the physical dimension of child development (e.g., monitoring of child growth, provision of health care and nutrition services), and the Board for the non-physical aspects related to mobilisation of local cadres, training, parent education, family planning, etc. While both are involved in the two services in a coordinated way, the main responsibility for Integrated Service Posts (Posyandu) was given to the Ministry of Health, and that for Mother's Programmes (BKB) to the Board.

## 7. Data and Research Development

### 7.1. Current Status

7.1.1. Early childhood statistics and indicators collected and reported officially by the government are lacking.

7.1.2. Information on research on early childhood and its linkage with policymaking is missing.

7.1.3. As the responsibility for planning and delivery of health services is decentralised, the Provinces began to allocate budgets to conduct national socio-economic and health surveys (Susenas and Surkesnas) at the regional level, which is an encouraging trend.

### 7.2. Perceived Problems

7.2.1. **Confusing concepts:** Early childhood data are being collected and presented by different ministries under different service names; ECCE, ECE or PADU, pre-school, care services and education services are being used interchangeably without clear definitions. Interpretation of most of the early childhood data is extremely difficult, if not impossible.

7.2.2. **Non-disaggregated data:** Health data are aggregated at the national level, and disaggregated data by Provinces are not available. Gender-disaggregated data are provided only for Kindergartens (TK) and Islamic Kindergartens (RA).

7.2.3. **Lack of data:** Data needs: (1) Monthly or annual operational and unit costs of each Reference Service; (2) parent contribution made in each Reference Service; (3) quality (e.g., activities, contents, and materials) of individual services; (4) long-term effect of early childhood services on child development and growth; and (4) root causes of the problems slowing the development of health and nutrition-related early childhood services. Data on underweight birth, stunting and micronutrient deficiency are also needed.

7.2.4. **Lack of capacity:** The Directorate of Early Childhood Education (Direktorat PADU) is in charge of compiling and analysing information for policymaking, but it lacks the necessary expertise and human resources.

7.2.5. **Lack of policy evaluation:** The impact of early childhood services on children and parents has not been studied or evaluated, while parenting education services have multiplied in the past years.

## 8. Other Country Agenda

### 8.1. The Voice of the Stakeholders

8.1.1. The following action plan was suggested during the National Seminar and Workshop on Early Childhood and Education (2003): (1) Formulation of central and local government regulations, ministerial decrees, and other regulations and policies related to the implementation of ECE; (2) Promotional campaign on ECE services by optimizing the use of mass media; (3) Dissemination of ECE policy to legislative, executive, international, national and local partners, community figures, NGOs and families; (4) Family empowerment and enrichment programmes through training and visits; (5) Workshops on implementation of ECE related laws and regulations for managers at national and local levels; (6) Consultative meetings, national coordination meetings, and development coordination meetings for coordination and integration of ECE programmes; (7) Establishment of Independent Study Institute that can help the government in conceptualising, controlling and supervising ECE practices; (8) Research and development of ECE programmes for studying regional ECE practices; (9) Monitoring and evaluation of ECE programmes for programme development and control; (10) Personnel development through Teacher Training Institutions, training packages for educators, managers, supervisors and community members, and pilot ECE institutional models in various settings.

8.1.2. Other country agenda<sup>46</sup> include: (1) Improvement of early childhood human resources, especially those in the non-formal sector, through integrated training; (2) Need to give consideration to local standards of quality, reflecting locality, culture and practices, rather than addressing international standards only; (3) Streamlining non-formal early childhood services; (4) Partnership with local authorities and civil society; (5) Need to measure the level of resources by identifying the beneficiaries and determining a minimum benchmark of different contributions from various actors; (6) Data development for various early childhood services, and the need to clarify the division of responsibilities in collecting data.

8.1.3. The Brief Information on Early Childhood Education in Indonesia, prepared by the Directorate General of Out of School Education and Youth (PLSP) (2004), points out the following as the current **problems** of the country's ECCE: (1) low participation rate; (2) low awareness of the importance of ECCE; (3) no integrated system for ECCE; (4) lack of qualified ECCE personnel; (5) inequitable access in remote areas; (6) lack of quality learning materials; and (7) limited training and research capacity.

8.1.4. The **policy direction** suggested by the same document to remedy these problems is as follows: (1) expansion of access; (2) awareness-raising among parents and other stakeholders; (3) institutional capacity building for ECCE; (4) coordination of administrative systems for ECCE; (5) increase of qualified ECCE personnel; (6) increasing community participation and contribution to ECCE; (7) strengthening partnership between central and local governments; and (8) research on ECCE concepts and options.

8.1.5. **Strategies** to tackle these tasks are as follows: (1) gradual, regular and continuous advocacy efforts for all stakeholders including local governments and communities; (2) encouraging the expansion of Childcare Centres (TPA), Playgroups (KB) and Integrated Service Posts (Posyandu); (3) developing and improving support system (e.g. buildings, pedagogical guidelines, service standards, etc.); (4) conducting training; (5) raising resources from all possible sources including national and international partners; (6) assisting the development of ECE Centres (Pusat PADU); (7) increasing the professional capacity of ECCE experts; (8) developing technical reference materials through the ECE Consortium; (9) establishing and strengthening ECE networking at regional, national and international levels; and (10) establishing and strengthening ECE data and knowledge base.

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<sup>46</sup> Expressed by the Directorate General of Out of School Education and Youth (PLSP) to UNESCO in consultation meetings.

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# Annex 1: National Map



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Source: U.S. Central Intelligence Agency 2002



## Annex 2: Global Data (prepared by UNESCO-HQs)

### 1. Country profile

#### 1.1. Demography

**Table 1: Size, growth, distribution and composition of the population**

	Total population, 2002 (millions)	Average annual population growth rate (%)		Fertility rate (births / woman)		Urban population (% of total)		Rural population average annual % growth		% of population ages 0-14, 2002
		1980-2002	2002-15	1980	2002	2002	2015	2002	1980-2002	
Indonesia	212	1.6	1.1	4.3	2.3	44.5	57.8	57	0.2	29.8
<i>Project 47</i> Brazil	174	1.6	1.1	3.9	2.1	82.4	88.4	18	-1.2	27.9
Kazakhstan	15	0.0	0.3	2.9	1.8	55.8	58.2	44	-1.2	25.3
Kenya	31	2.9	1.4	7.8	4.2	38.2	51.8	65	1.7	42.6
<i>Reference</i> <sup>48</sup>										
China	1,280	1.2	0.6	2.5	1.9	37.7	49.5	62	0.1	24.2
India	1,049	1.9	1.2	5.0	2.9	28.1	32.2	72	1.6	32.8
Malaysia	24	2.6	1.5	4.2	2.8	63.3	71.0	41	1.0	33.3
Philippines	80	2.3	1.6	4.8	3.2	60.2	69.2	40	0.3	36.5
Republic of Korea	48	1.0	0.4	2.6	1.5	80.1	83.0	17	-3.2	21.0
Singapore	4	2.5	1.1	1.7	1.4	100	100	0	--	21.2
Thailand	62	1.3	0.6	3.5	1.8	31.6	36.7	80	1.1	23.2
<i>Global</i> <sup>49</sup>										
Low income	2,495	2.1	1.5	5.5	3.5	31.2	37.5	69	1.6	36.5
Lower middle income	2,408	1.3	0.8	3.1	2.1	52.8	61.0	51	0.2	26.1
Upper middle income	329	1.5	1.1	3.6	2.4			25	0.1	28.9
High income	966	0.7	0.3	1.9	1.7	77.8	80.9	22	-0.3	18.3
World	6,199	1.5	1.0	3.7	2.6	47.8	53.5	52	0.8	29.2

*Reference: World Development Indicators 2004. The World Bank. Human Development Indicators 2004. UNDP.*

Indonesia is one of the most populous countries in the world with over 200 million people. Its population growth, however, has slowed. The population growth rate projected for 2002-15 is 1.1%, lower than low-income countries' average of 1.5%. Its fertility rate has dropped sharply by 47% from 4.3 in 1980 to 2.3 in 2002, the decrease percentage being higher than in any of the reference countries from the region except

<sup>47</sup> Countries participating in the UNESCO/OECD Early Childhood Policy Review Project.

<sup>48</sup> Countries selected from the region to provide Indonesia with a frame of reference or benchmarking.

<sup>49</sup> According to the World Development Indicators, low-income countries are those with a GNI per capita of \$735 or less in 2002; lower-middle-income countries of between \$735 and \$2,935; upper-middle-income countries of between \$2,935 and \$9,076; and high-income countries of \$9,76 or more. According to this categorisation, Indonesia, whose GNI per capita in 2002 is \$710, is one of the low-income countries.

Thailand. The population ages 0-14 account for about 30% of the total, lower than low-income countries' average of 37%. **Its demographic profile is not expanding at any particularly alarming pace.**

Meanwhile, the urban population in Indonesia is expanding rapidly. It is projected to grow by 30% from 44.5% in 2002 to 57.8% in 2015. After China, this is the fastest growth rate compared with the reference countries. A rise in urban population is closely associated with a rise in double income households with less access to childcare from family members. Thus, in Indonesia, while there may be fewer children requiring early childhood services, **the demand for early childhood services among working parents in urban areas will increase rapidly, as much as in middle-income countries.** Childcare services for urban working parents can soon become a policy issue in Indonesia.

## 1.2. Economy

**Table 2: Size and structure of the economy**

	PPP gross national income, per capita (\$), 2002	Unemployment % of total labour force, 2000-02	GDP % growth, 2001-02	Structure of GDP, 2002		
				Agriculture % of GDP	Industry % of GDP	Services % of GDP
Indonesia	3,070	6.1	3.7	17	44	38
<i>Project</i>						
Brazil	7,450	9.4	1.5	6	21	73
Kazakhstan	5,630	--	9.8	9	39	53
Kenya	1,010	--	1.0	16	19	65
<i>Reference</i>						
China	4,520	3.1	8.0	15	51	34
India	2,650	--	4.6	23	16	51
Malaysia	8,500	3.9	4.1	9	47	44
Philippines	4,450	9.8	4.4	15	33	53
Republic of Korea	23,730	15.8	6.3	4	41	55
Singapore	16,960	3.4	2.2	0	36	64
Thailand	6,890	1.8	5.4	9	43	48
<i>Global</i>						
Low income	2,110	--	4.0	24	30	46
Lower middle income	5,290	4.3	4.9	10	34	56
Upper middle income	9,550	9.0	- 1.2	6	34	60
High income	28,480	6.2	1.6	2	27	71
World	7,820	--	1.9	4	29	68

*Reference: World Development Indicators 2004. The World Bank*

In terms of PPP gross national income per capita, Indonesia (\$3,070) falls between low-income (\$2,110) and lower-middle-income (\$5,290) countries. Its unemployment in 2000-02 stood at 6.1%, close to the high-income countries' average. Its **GDP** grew by 3.7% in 2001-02. Though higher than the global growth rate of 1.9%, this is a **relatively low growth rate in the region**, whose rates range from 2.2% of Singapore to 8% of China. In terms of GDP structure, Indonesia is similar to China and Malaysia: **Industry is the**

**largest contributor** (44%) to GDP, whereas in the other countries and regions, the services sector tends to be the largest.

**Table 3: Income distribution and poverty**

	% share of income or consumption		GINI index <sup>50</sup> , (survey year)	Int'l poverty line				
	Lowest 10%	Highest 10%		Survey year	Population below \$1 a day, %	Poverty gap at \$1 a day, %	Population below \$2 a day, %	Poverty gap at \$2 a day, %
Indonesia	3.6	28.5	34.3 (2002)	2002	7.5	0.9	52.4	15.7
<i>Project</i>								
Brazil	0.5	46.7	59.1 (1998)	2001	8.2	2.1	22.4	8.8
Kazakhstan	3.4	24.2	31.3 (2001)	2001	<2	<0.5	8.5	1.4
Kenya	2.3	36.1	44.5 (1997)	1997	23	6.0	58.6	24.1
<i>Reference</i>								
China	1.8	33.1	44.7 (2001)	2001	16.6	3.9	46.7	18.4
India	3.9	27.4	32.5 (99-00)	99-00	34.7	8.2	79.9	35.3
Malaysia	1.7	38.4	49.2 (1997)	1997	<2	<0.5	9.3	2.0
Philippines	2.2	36.3	46.1(2000)	2000	14.6	2.7	46.4	17.2
Republic of Korea	2.9	22.5	31.6 (1998)	1998	<2	<0.5	<2	<0.5
Singapore	1.9	32.8	42.5 (1998)	--	--	--	--	--
Thailand	2.5	33.8	43.2 (2000)	2000	<2	<0.5	32.5	9.0

*Reference: World Development Indicators 2004. The World Bank.*

Compared with Brazil, whose GINI index reached nearly 60 in 1998, **Indonesia is not a country with a particularly challenging disparity in income distribution and consumption**. Its GINI index in 2002 stood at 34.3, lower than the reference countries', with the exception of India and the Republic of Korea. Its richest 10% share or consume about 29% of national income, while in Malaysia and the Philippines, the figure stands, respectively, at around 38% and 36%. The lowest 10% in Indonesia share or consume about 4% of national income, while in Singapore, China and Malaysia, the figures are below 2%.

When the international poverty line below \$1 a day is applied, about 8% of Indonesian population falls below the poverty line. But **when the poverty line below \$2 a day is applied, more than half of its population is concerned**, while among the reference countries, only India has a bigger population affected (about 80%). Yet, compared with China or the Philippines, whose percentages of population below the poverty line of \$2 a day are smaller than Indonesia's, Indonesia shows a poverty gap at \$2 a day (15.7%), lower than 18.4% of China or 17.2% of the Philippines. Poverty depth in Indonesia is not as deep as in the latter two countries, which is in part explained by its relatively lower GINI index.

<sup>50</sup> "Measures the extent to which the distribution of income among individuals or households within an economy deviates from a perfectly equal distribution" – 2004 World Development Indicators, p. 63.

### 1.3. Women development

**Table 4: Employment status of women**

	Female labour force participation rate, % ages 16-64		Female employment by economic activity (%) (2000-02)			Women in non-agricultural sector, % of total, 2000-02
	1980	2002	Agriculture	Industry	Services	
Indonesia	45.6	59.1	54 (1980) 42 (95-01)	13 (1980) 16 (95-01)	33 (1980) 42 (95-01)	29.7
<i>Project</i>						
Brazil	35.7	47.0	16	10	74	45.7
Kazakhstan	70.5	68.9	--	--	--	--
Kenya	77.7	76.8	16	10	75	37.8
<i>Reference</i>						
China	75.5	79.5	--	--	--	39.2
India	47.8	45.0	--	--	--	17.1
Malaysia	42.8	51.3	14	29	57	36.5
Philippines	46.0	51.8	25	12	63	42.2
Republic of Korea	50.2	59.1	12	19	70	41.5
Singapore	47.4	54.7	0	18	81	46.9
Thailand	79.7	77.9	48	17	35	46.8
<i>Global</i>						
Low income	53.8	54.4	--	--	--	--
Lower middle income	64.2	67.2	--	--	--	--
Upper middle income	44.3	49.0	8	19	73	--
High income	52.6	63.5	3	15	82	--
World	57.3	60.8	--	--	--	--

References: 2004 World Development Indicators. World Bank.

In 2002, about **59%** of women ages 16-64 in Indonesia were in the labour force, a rate lower than Thailand's 78% or China's 80%. The figure, however, is certainly higher than low-income countries' average of 54%. Between 1995 and 2001, about **42% of female employment in Indonesia was found in the services sector**. This is a growth of 27% from 33% in 1980, yet, compared with Malaysia, the Philippines, the Republic of Korea and Singapore, whose relevant figures stand at 57%, 63%, 70% and 81%, respectively, **the percentage of women working in the services sector in Indonesia is still relatively small**. Women in non-agricultural sector in Indonesia in general is limited to about 30%, compared with 37% in Malaysia, 39% in China, 42% in the Philippines and the Republic of Korea, or 47% in Thailand and Singapore.

**Table 5: Educational status of women**

	Female apparent intake rate in grade 1, % of relevant age group (2001-2)	Female share of cohort reaching grade 5, % of grade 1 students (2000-1)	Female primary completion rate, % of relevant age group (2000-1)	Female adult literacy, % ages 15+	
				1990	2002
Indonesia	113	92	108	73	83
<i>Project</i>					
Brazil	119	--	--	81	87
Kazakhstan	106	--	99	98	99
Kenya	101	--	58	61	79
<i>Reference</i>					
China	--	--	--	69	87
India	114	59	69	36	--
Malaysia	93	96	--	74	85
Philippines	127	83	94	91	93
Republic of Korea	100	100	--	--	--
Singapore	--	--	--	83	89
Thailand	92	96	90	89	91
<i>Global</i>					
Low income	105	68	68	42	53
Lower middle income	97	--	96	74	82
Upper middle income	101	92	90	88	92
World	104	--	--	63	71

Reference: World Development Indicators 2004. The World Bank.

**Education of girls and women in Indonesia does not seem to have a major challenge, though there is room for improvement.** Female intake and completion rates in primary education are over 100%. About 92% of grade one girl students reach grade 5, a survival level similar to that of upper-middle-income countries. Expectedly, female adult literacy in 2002 stood at 83%, nearing the lower-middle-income countries' average of 82%. For the last two decades or so, female literacy rate in Indonesia increased by 14%, a rate slightly higher than the global increase of 13%. But, considering China whose female literacy rate grew by 26% from 69% in 1990 to 87% in 2002, Indonesia could have expected an even larger increase.

**Table 6: Gender parity, vulnerability and reproductive health status of women**

	GDI <sup>51</sup> rank	Female headed households, % of total, (year)	Adolescent fertility rate, birth per 1,000 women, ages 15-19, 2002	Pregnant women receiving prenatal care, %, 1995-2002	Births attended by skilled health staff % of total, 1995-2002	Maternal mortality ratio, per 100,000 live births, modelled estimates 2000
Indonesia	90	12 (1997)	52	89	64	230
<i>Project</i>						
Brazil	60	20 (1996)	68	86	88	260
Kazakhstan	63	33 (1999)	35	91	99	210
Kenya	114	31 (1998)	100	76	44	1,000
<i>Reference</i>						
China	71	--	15	90	76	56
India	103	10 (98/99)	98	60	43	540
Malaysia	52	--	23	--	97	41
Philippines	66	14 (1998)	33	86	58	200
Republic of Korea	29	--	4	--	100	20
Singapore	28	--	8	--	100	30
Thailand	61	--	72	92	99	44
<i>Global</i>						
Low income	Norway: 1	--	98	--	41	657
Lower middle income	Hungary: 35 Mexico: 50 Morocco: 100	--	33	--	78	112
Upper middle income	Pakistan: 120	--	54	--	92	67
High income	Niger: 144	--	24	--	99	13
World		--	63	--	60	403

References: 2004 World Development Indicators. World Bank. Human Development Report 2004. UNDP.

Despite its female population's active participation in education and the labour force, the **Gender related development index (GDI)** of Indonesia **ranks relatively low at 90 out of 144**. Among the 7 reference countries from the region, only India (103) lags behind Indonesia.

Meanwhile, female-headed households are not very prevalent in Indonesia (12%), compared with countries in transition (e.g., 33% in Kazakhstan) or in regions plagued by epidemics (e.g., 31% in Kenya). Adolescent fertility rate (52) is relatively high, compared with countries with a communist past (e.g., China (15) or Kazakhstan (35)), but certainly lower than low-income countries' average of 98% or the global average of 63%. **The country's social vulnerability measured in these two factors is not too high.**

Eighty-nine percent of pregnant women in Indonesia receive prenatal care, similar to China (90%) and Thailand (92%); yet, when it comes to the percentage of birth attended by skilled health staff, the percentage lowers to 64%, much lower than 76% of China, 97% of Malaysia, 99% of Thailand, or 100% of the Republic of Korea and Singapore. This must, in part, be reflected in **Indonesia's relatively high**

<sup>51</sup> Gender related development index (GDI) "adjusts the average achievement to reflect the inequalities between men and women" in life expectancy at birth, adult literacy and school enrolments, and estimated earned income (PPP US\$). Human Development Report 2003. UNDP.

maternal mortality ratio reaching 230 for every 100,000 cases, while that in China, Thailand, Malaysia, Singapore and the Republic of Korea stand, respectively, at 56,44, 41, 30 and 20.

#### 1.4. Education

**Table 7: Educational financing**

	PPP gross national income, per capita (\$), 2002	Public expenditure on education, % of GDP, 2001-02	Public expenditure on education, % of total gov't expenditure, 2001-02	Teachers' salaries as % of public current expenditure on education, 2001	Public expenditure per student % of GDP per capita		
					Primary 2001-2	Secondary 2001-2	Tertiary 2001-2
Indonesia	3,070	1.3	9.6	78.3	3.7	7.3	21.0
<i>Project</i>							
Brazil	7,450	4.0	10.4	--	10.7	10.0	48.5
Kazakhstan	5,630	4.4	--	--	--	--	--
Kenya	1,010	6.3	22.5	--	0.9	2.2	256.7
<i>Reference</i>							
China	4,520	2.2	--	--	5.4 (1990-1)	12.5 (1990-1)	102.4 (1990-1)
India	2,650	4.1	12.7	--	13.7	23.0	85.8
Malaysia	8,500	7.9	25.2	67.2	17.0	27.5	83.5
Philippines	4,450	3.2	--	87.5	11.8	9.4	13.9
Republic of Korea	16,960	3.6	17.4	77.6	18.4	16.8	7.4
Singapore	23,730	--	--	--	--	13.6 (1990-1)	43.4 (1990-1)
Thailand	6,890	5.0	28.3	62 (1990)	15.9	13.0	31.1
<i>Global</i>							
Low income	2,110	3.1	--	N.America +W.Europe: 60.1	--	--	--
Lower middle income	5,290	4.0	--		--	--	--
Upper middle income	9,550	4.4	13.7		12.4	16.9 (1990-1)	30.6
High income	28,480	5.2	11.5		26.2	31.0 (1990-1)	66.5
World	7,820	4.1	--		--	--	--

Reference: 2004 World Development Indicators. World Bank. EFA Global Monitoring Report 2004/5.

**Indonesia's expenditure on education as a percentage of GDP is extremely low (1.3%)**, far lower than low-income countries' average of 3.1%. This, in turn, is reflected in its relatively small percentages of public expenditure per student of GDP per capita. Indonesia spends per student about 4% of GDP per capita on primary education, while in India, Malaysia, the Philippines, Thailand and the Republic of Korea the figure stands over 10%; and in developed countries, over 26%.

The low investment in education in Indonesia is also observed in relation to its percentage of public expenditure on education as a percentage of total government expenditure, which stands at 9.6%. This is a very low rate, compared with 12.7% of India, 17.4% of the Republic of Korea, 25.2% of Malaysia or 28.3% of Thailand. **78.3% of Indonesia's public expenditure on education is spent on teachers' salaries**, while that percentage in Malaysia and Thailand stands, respectively, at 67.2% (2000) and 62% (1990).

**Table 8: Public expenditure on education by education levels, as a % of total, 2000-1**

	Pre-primary	Primary	Secondary / post secondary	Tertiary	Not allocated
Indonesia	0.1	39.9	41.1 / n.a	18.9	--
Bangladesh	6.9	30.9	48.9 / 0.2	13.0	--
Brazil	9.0	33.3	36.1 / n.a	21.6	--
Cambodia	2.6	61.7	23.3 / 6.9	5.5	--
Malaysia	1.2	30.9	34.7 / 0.8	29.1	3.4
Philippines	0.1	60.4	22.4 / 1.9	14.5	2.2
Rep. of Korea	1.0	43.5	38.3 / n.a	10.4	6.8
Australia	1.2	33.3	39.4 / 1.4	24.0	0.7
France	11.7	20.2	49.7 / 0.1	17.1	1.3
Germany	7.9	15.2	49.4 / 2.3	23.4	1.7
Hungary	14.0	20.0	41.6 / 3.0	18.9	2.6
Poland	10.6	46.7	24.9	14.5	3.3

Reference: *Global Education Digest, 2003: Comparing education statistics across the world. UNESCO Institute for Education, 2003.*

Like in the Republic of Korea, in Indonesia, primary and secondary education takes up about 80% of education budget. **Its expenditure on pre-primary education as a percentage of education budget stands at 0.1%, which is among the lowest.**

**Table 9: Adult and youth literacy rate**

	Adult literacy rate % ages 15 and older				Youth literacy rate % ages 15 - 24			
	Male		Female		Male		Female	
	1990	2002	1990	2002	1990	2002	1990	2002
Indonesia	87	92	73	83	97	99	93	98
<i>Project</i>	83	86	81	87	91	93	93	96
Brazil								
Kazakhstan	99	100	98	99	100	100	100	100
Kenya	81	90	61	79	93	96	87	95
<i>Reference</i>								
China	87	95	69	87	97	99	93	99
India	62	--	36	--	73	--	54	--
Malaysia	87	92	74	85	95	97	94	97
Philippines	92	93	91	93	97	94	97	96
Singapore	94	97	83	89	99	99	99	100
Thailand	95	95	89	91	99	98	98	98
<i>Global</i>	64	72	42	53	75	82	59	70
Low income								
Lower middle income	87	92	74	82	95	96	91	94
Upper middle income	92	95	88	92	97	98	95	98
World	79	84	63	71	87	89	78	83

Reference: *World Development Indicators 2004. The World Bank.*

Like in most other countries cited from the region, the literacy rate among younger generation ages 15-24 years in Indonesia stands, for both men and women, nearly at 100%, close to the level of upper-middle-



income countries. Adult literacy among females ages 15 and older in Indonesia remains relatively low at 83%, but this is far above the world average of 71% or low-income countries' average of 53%, though other countries cited from the region show higher literacy rates.

**Table 10: Enrolments and internal efficiency in primary and secondary education**

	Net enrolment ratio in primary education, 2001-02	Primary completion rate, 2000/1 – 2002/3	Repeaters in primary school, 2001/2	Transition to secondary education, 2000	Net enrolment ratio in secondary education, 2001	Repeaters in secondary education, 2001
Indonesia	92	107	5.3	79.5	47.4	0.3
<i>Project</i>						
Brazil	97	82	21.5	84.0	71.6	18.0
Kazakhstan	90	99	0.2	98.8	84.1	0.2
Kenya	70	56	--	73.1	24.0	--
<i>Reference</i>						
China	93	102	0.6	--	--	--
India	83	77	3.7	88.9	--	4.8
Malaysia	95	--	--	99.7	69.4	--
Philippines	93	90	2.3	97.8	56.5	2.6
Republic of Korea	99	--	--	99.6	88.6	--
Thailand	86	91	3.9	91.7	--	--
<i>Global</i>						
Low income	80	74	6.7	<u>Median</u> Developed countries: 98.9 Developing countries: 84.0 World: 90.8	<u>Median</u> Developed: 90.0 Developing: 48.5 World: 54.9	<u>Median</u> World: 4.4 Developing: 7.4
Lower middle income	91	97	4.7			
Upper middle income	93	89	5.2			
High income	97	--	--			
World	88	--	5.6			

Reference: 2004 World Development Indicators. World Bank. / EFA Global Monitoring Report 2004/5

Net enrolment ratio in primary education in Indonesia reaches 92%, close to middle-income countries' averages. Completion rate in primary education is over 100%; but repetition is relatively high (5.3%) compared with the reference countries.

Meanwhile, once they survive, 80% of primary school graduates continue their education at the secondary level, a rate slightly lower than the developing countries' median of 84% or the world median of 91%. **The net enrolment ratio in secondary education remains below 50%**, while the world median stands at around 55%. Repetition rate in secondary education (0.3%), however, is negligible. Internal efficiency in secondary education may not be a major problem, but its enrolment is.

**Table 11: Repetition rates by grade in primary education, %, 2000**

	Grade 1	Grade 2	Grade 3	Grade 4	Grade 5	Grade 6
Indonesia	10.8	6.6	5.4	4.2	2.9	0.5
<i>Project</i>						
Brazil	31.1	19.1	16.1	14.2	--	--
Kazakhstan	0.1	0.3	0.2	0.1	--	--
Kenya	7.2	--	--	--	--	--
<i>Reference</i>						
China	1.2	0.2	0.2	0.1	0.1	--
India	3.5	2.7	3.9	4.2	4.5	--
Philippines	5.2	2.7	1.9	1.3	1.0	0.5
Thailand	9.7	3.9	3.6	--	--	1.2
Developing countries	10.7	7.9	7.7	7.5	6.3	5.8
World	6.5	5.4	5.2	5.3	--	--

Reference: EFA Global Monitoring Report 2004/5

In most countries, the repetition occurs mostly in grade 1, but its rate in Indonesia (10.8%) is higher than in the other countries or regions cited, except Brazil. Internal efficiency in the transition from early childhood to formal schooling needs attention.

**Table 12: Private enrolment as % of total enrolment in pre-primary, primary & secondary education, 2001**

	Pre-Primary	Primary	Secondary
Indonesia	98.8	16.0	42.7
<i>Project</i>			
Brazil	28.7	8.1	11.3
Kazakhstan	11.9	0.6	0.9
Kenya	10.4	5.6	4.2
<i>Reference</i>			
China	--	--	--
India	3.7	15.5	42.0
Malaysia	41.1	3.8	6.6
Philippines	46.0	7.1	21.5
Republic of Korea	77.5	1.4	38.4
Thailand	20.2	12.9	6.4
<i>Global</i>			
Developed countries	7.8	4.2	7.1
Developing countries	55.5	10.9	14.9
World	40.1	7.2	11.7

Reference: EFA Global Monitoring Report 2004/5

**In all three levels of education, Indonesia has very high percentages of private enrolment.** This is particularly the case in pre-primary education, where private enrolments<sup>52</sup> count nearly 100% of the

<sup>52</sup> Services that are not operated (controlled and managed) by a public authority. A private institution can be FUNDED by a public authority.

**total.** In developed countries, the rate stands at about 8%. Indonesia made efforts in the last decade or so to reduce its private enrolments in education. Even then, these rates still remain very high, from both global and regional perspectives.

**Table 13: Trained teachers and pupil/teacher ratio in pre-primary, primary and secondary education**

	Pre-primary		Primary		Secondary	
	Trained teachers, %, 2000	Pupil/teacher ratio 2001	Trained teachers, %, 2000	Pupil/teacher ratio 2001	Trained teachers, %, 2000	Pupil/teacher ratio 2001
	Indonesia	71.3	13	93.5	21	53
<i>Project</i>						
Brazil	87.0	19	91.9	23	79.3	19
Kazakhstan	--	5	--	19	--	12
Kenya	--	26	74.2	48	--	23
<i>Reference</i>						
China	--	26	96.8	20	--	19
India	--	40	--	40	--	32
Malaysia	--	23	95.9	20	52.7	18
Philippines	--	30	--	35	--	38
Republic of Korea	--	22	--	32	--	20
Singapore	--	--	--	--	--	--
Thailand	--	25	--	19	--	--
Developed countries	--	14	--	15	--	12
Developing countries	--	21	--	28	--	20
World	--	18	--	22	--	17

Reference: EFA Global Monitoring Report 2003/4, 2004/5

**About 71% of pre-primary teachers in Indonesia are trained. Its pupil/teacher ratio in pre-primary education stood at 13 in 2001, a ratio lower than that of any of the reference countries.** The low pupil/teacher ratio in pre-primary education in Indonesia may be attributed to the fact that nearly 100% of pre-primary education provision in Indonesia takes places in private institutions where a low pupil/teacher ratio can be afforded. Its secondary education also shows a relatively low pupil/teacher ratio (14 in 2001), close to the developed countries' median of 12. Yet, secondary education in Indonesia, as in Malaysia, shows a relatively low percentage of trained teachers (53%).

**Table 14: Child development and health environment**

	Under-5 mortality rate 2002	Child immunisation rate, measles, 2002	Prevalence of child malnutrition, % of under age 5, 1996-2002		Public expenditure on health, % of GDP, 2001	Private health expenditure, % of total 2001	Access to improved water source, % of population		Access to improved sanitation facilities, % of population	
			Weight for age	Height for age			2000	1990	2000	
Indonesia	43	76	25	--	0.6	74.9	78	47	55	
<i>Project</i>										
Brazil	37	93	6	11	3.2	58.4	87	71	76	
Kazakhstan	99	95	4	10	1.9	39.6	91	--	99	
Kenya	122	78	22	33	1.7	78.6	57	80	87	
<i>Reference</i>										
China	38	65	10	14	2.0	62.8	75	29	40	
India	90	67	47	45	0.9	82.1	84	16	28	
Malaysia	8	92	--	--	2.0	46.3	--	--	--	
Philippines	37	73	32	32	1.5	54.8	86	74	83	
Republic of Korea	5	97	--	--	2.6	55.6	92	--	63	
Singapore	4	91	--	--	1.3	66.5	100	100	100	
Thailand	28	94	--	--	2.1	42.9	84	79	96	
<i>Global</i>										
Low income	121	65	42	--	1.1	73.7	76	30	43	
Lower middle income	40	78	9	17	2.7	52.8	81	45	58	
Upper middle income	22	94	--	--	3.7	42.3	--	--	--	
High income	7	90	--	--	6.3	37.9	--	--	--	
World	81	72	--	--	5.6	40.8	81	45	55	

Reference: 2004 World Development Indicators. World Bank.

Under-5 mortality rate in Indonesia (43) is much lower than the world's average of 81, or the low-income countries' average of 121. It is **close to the lower-middle-income countries' average of 40**. Yet, seen within the region, Indonesia has no room for complacency: all the regional reference countries, except India, exhibit a much lower rate than Indonesia.

Child immunisation rate for measles in Indonesia stands at 76%, close to the lower-middle-income countries' average of 78%. Compared with lower-middle-income countries (9%), Indonesia, however, shows a much **higher percentage of malnourished children (25%)**, implying that more effort is needed to improve young children's nutrition.

**Indonesia's public expenditure on health as a percentage of GDP (2001) is 0.6%, only about half of the low-income countries' average of 1.1%. Its private health expenditure amounts to 75%, among the highest in the region.**

**Around 80% of Indonesian population has access to improved water source, but those who had access to improved sanitation facilities was limited to 55% in 2000, despite a 17% improvement from**

47% in 1990. During the same period, the reference countries in the region made larger improvements in their populations' access to improved sanitation facilities – 75% in India, 38% in China, 22 % in Thailand, and about 43% and 29% in lower and lower-middle-income countries, respectively.