

The Expansion And Equitable Access To Early Childhood Education In The City Of Baubau

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Abstract. This study aims to determine the impact of implementing Baubau Mayor Regulation Number: 1 of 2014 regarding equitable access to early childhood education. In this research, the method used is descriptive qualitative evaluation, that is, research in which one of them describes or takes pictures of policy implementation. The results of the study indicate that the Mayor of Baubau Regulation Number 81 of 2014 concerning the Implementation of Early Childhood Education in the city of Baubau is a policy that has been carried out for a long time and has an impact on increasing and equalizing the number of units, teachers, students as a form of community participation in PAUD services. There are also supporting and inhibiting factors that use a reference in improving the rearrangement of the policy.

Keywords: *Policy; Equity; Early Childhood Education*

Abstrak. Penelitian ini mendeskripsikan dampak implementasi Peraturan Walikota Baubau Nomor:81 Tahun 2014 terkait pemerataan akses pendidikan anak usia dini. Metode yang digunakan adalah evaluasi bersifat kualitatif deskriptif, yaitu penelitian yang salah satunya menggambarkan atau memotret tentang implemenetasi kebijakan. Hasil penelitian menunjukkan bahwa Peraturan Walikota Baubau Nomor 81 Tahun 2014 tentang Penyelenggaraan Pendidikan Anak Usia Dini di kota Baubau merupakan kebijakan yang telah lama dilakukan dan berdampak pada peningkatan dan pemerataan pada jumlah satuan, guru, peserta didik sebagai wujud partisipasi masyarakat pada pelayanan PAUD. Terdapat pula faktor-faktor pendukung dan penghambat yang dapat dijadikan sebagai acuan dalam perbaikan penyusunan kembali kebijakan tersebut.

Kata Kunci: *Kebijakan; Pemerataan; PAUD*

INTRODUCTION

The 1945 Constitution mandates that every Indonesian citizen has the right to education. Then Law Number 20 of 2003 concerning the National Education System requires that the government must provide education. So one of the visions and missions of national education is to seek to expand and equalize opportunities for the community to get education.

National education has a function in the nation's intellectual life by developing the potential of every Indonesian citizen. In this case, every Indonesian citizen has the same right to obtain educational services even from an early age. So that the government and all Indonesian people are responsible for providing academic service facilities both in terms of expansion and equity. (Hakim 2016) argues that development is stated by the ease with which the community can obtain an education, and equity, namely that the community obtains the same educational conditions in each region. (Ridha 2016) also states that educational equity is broad, namely equality in getting educational opportunities and when students are treated equally in learning and to improve their abilities so that they can develop and be achieved optimally. This means that the expansion and equity of education for every citizen, including early childhood, is a priority in its fulfillment. Academic units as educational institutions

must be easily accessible both from their existence and quality services.

(Hewi & Shaleh 2020) argue that access to Early Childhood Education (PAUD) does not cover all parts of Indonesia and the quality in PAUD units, which is not yet optimal. The results of research (Aristo's 2019) show that the expansion and equity of education in its implementation has obstacles that several factors can cause, for example: regional geographical conditions, availability of facilities and infrastructure, teacher conditions, inadequate budget and others.

Furthermore, (Djaenuri 2015) argues that regional governments in provinces and districts/cities can regulate or manage their own government affairs based on autonomy. This shows that the provincial government regulates the expansion and equal distribution of access to education in each region, which can be stated in the form of policies/regulations, which are implemented and evaluated.

One of the local governments that compile policies/regulations on equity and access to education is the government of Baubau City, namely the Baubau Mayor Regulation Number 81 of 2014 concerning the Implementation of Early Childhood Education in Baubau City. The policy states that one of the orientations for implementing PAUD is to expand and distribute it in the city of Baubau. The regulation has been implemented and is still valid until now or has not been revoked.

However, the condition is that the number of children aged 3-6 years in Baubau city who receive Early Childhood Education is only around 3,913 children. In contrast, those who have not received it are about 11,000 children (Wataullah 2021). Some fewer children receive PAUD than those who receive PAUD, with a ratio of 1: 2.18 or only about 26% who receive PAUD in Baubau City.

It also shows that efforts to equalize and expand PAUD access in Baubau City through Perwali Number 81 of 2014 as an obligation of the local government so that children have the right to quality education have not been achieved. So it is essential to research and know how to distribute and expand PAUD access in Baubau City through Perwali Number 81 of 2014.

So the main formulation of this research is how to expand and equalize access to PAUD through the implementation of Mayor Regulation of Baubau Number: 81 of 2014. It is hoped that it will be useful as input in the evaluation of these policies and the preparation of further policies related to the expansion and equitable distribution of PAUD access.

Several studies related to the implementation and evaluation of local government policies related to the expansion and equity of education have been carried out. (Arditama & Lestari 2020) researched zoning policies as a solution for equal distribution of education in Indonesia. Sari et al. (2021) who

researched the policy of smart Indonesian cards at MTsN 1 Watampone. Then, research was conducted by (Ahmad 2018) on the expansion and equity of education in 3T areas (frontier, outermost, underdeveloped). (Sucika & Suprpta 2018) research on School Operational Assistance (BOS) funds in elementary schools. However, no research focuses on policies on equitable access to early childhood education.

RESEARCH METHODS

The research method used was descriptive qualitative evaluation, namely research, one of which described or took pictures of policy implementation. The election for Baubau Mayor Regulation Number: 81 of 2014 concerning the Implementation of Early Childhood Education (PAUD) provided an overview or information regarding the expansion and equitable distribution of access to early childhood education. In this case, the researcher explored in detail and in-depth in obtaining sufficient data on the study of the implementation of the policy as a focus. Baubau.

Researchers were directly involved in providing meaning or interpretation based on the facts, symptoms, or reality found. This is by opinion (Sugiyono 2019) that policy evaluation research focuses on several things, including implementing policies using evaluation principles and methods in assessing

the content, implementation, and impact of a policy.

In the first stage of the research, the researcher made preparations, namely by conducting a preliminary study, namely conducting a search for written power data or literature studies, as well as completing and making other data as comparisons such as regional profiles and education balance sheets from several districts/cities in Indonesia that implemented policies. About the administration of early childhood education. An in-depth study of the literature focuses on the analysis of policies and the results of previous research. Furthermore, the researchers developed research aids in interview, observation, and documentation guidelines.

The second stage is that the researcher extracts data/information with an interview, observation, and documentation techniques related to the research focus. Observations were made by observing the condition of PAUD in Baubau city. The interview focused on obtaining data on the distribution of PAUD in Baubau City and strengthening other information carried out to the head of the PAUD Unit, the community, PAUD academics, and others. Documentation is carried out to record the data obtained in documents, photos, and recordings helpful as leading and supporting data for findings. The results of observations and interviews are

made in field notes and contain conclusions and interpretations.

The third stage is data processing, which includes: (1) data reduction, namely the process of selecting, focusing, simplifying, and transforming the raw data that emerges from field notes; (2) data transformation, namely the process of transforming rough data that emerges from field notes by reducing some of them. The reduced data is data that does not support the focus of this research. (2) Presentation of data, namely the presentation of reduced data or information in the form of pictures or tables, to describe as a whole and easy drawing conclusions from the data collection.

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DISCUSSION

Baubau Mayor Regulation Number: 81 of 2014 concerning the Implementation of Early Childhood Education

Perwali Baubau number 81 of 2014 concerning the implementation of PAUD is a policy issued by the Baubau city government to respond to the implementation of early childhood education. The main content of the policy can be seen in Table 1 below.

Table 1. Main Contents of the Baubau Mayor's Regulation Policy Number: 81 of 2014 concerning the Implementation of PAUD

| No | Main Contents of the Baubau Mayor's Regulation Policy Number: 81 of 2014 concerning the Implementation of PAUD |
|----|---|
| 1. | <p>Policy Base Compiled and determined based on considerations, namely in the context of improving the quality and development of early education programs in the Baubau city area, it is necessary to stipulate the implementation of Early Childhood Education (PAUD) in the form of a Baubau Mayor Regulation. The legal basis of the policy are:</p> <ol style="list-style-type: none"> 1) Law Number 13 of 2001 concerning the Establishment of Bau-Bau City; 2) Law Number 23 of 2002 concerning Child Protection; 3) Law Number 20 of 2003 concerning the National Education System; 4) Law Number 32 of 2004 concerning Regional Government; 5) Law Number 12 of 2011 concerning the Establishment of Legislation; 6). Government Regulation Number 19 of 2005 concerning National Education Standards; |

| | |
|----|---|
| | <p>7) Government Regulation Number 17 of 2010 concerning Management and Implementation;</p> <p>8) Regulation of the Minister of National Education Number 16 of 2007 concerning Academic Standards and Teacher Competence;</p> <p>9) Regulation of the Minister of National Education Number 58 of 2009 concerning Children's Education Standards Early age;</p> <p>10) Regulation of the Minister of National Education Number 63 of 2009 concerning Quality Assurance System Education;</p> <p>11) Regulation of the Minister of National Education Number 70 of 2009 concerning Inclusive Education for Children Students Who Have Abnormalities and Have Potential Intelligence and Special Talents;</p> <p>12) Baubau City Regional Regulation Number 2 of 2011 concerning Amendments to Regional Regulations Bau-Bau City Number 2 of 2008 concerning the Organization and Work Procedure of the Baubau City Regional Office;</p> <p>13) Baubau Mayor Regulation No. 012 of 2012 concerning Standard Operating Procedures (SOP) Distribution of Baubau City Education and Education Personnel</p> |
| 2. | <p>Purpose and Goals</p> <p>a. Purpose: to strengthen the basic framework as a foundation for children to enter further education according to the level to be undertaken based on Islamic values, culture and customs.</p> <p>b. Purpose: to help lay the foundation for the development of religious and non-moral values, gross motor and fine motor, cognitive, language, and socio-emotional which students need in adjusting to their environment in order to have readiness to enter further education.</p> <p>c. Target ; is in children from birth to the age of six (6) years</p> |
| 3. | <p>Implementation and Accountability</p> <p>The Education Office carries out the implementation and accountability of PAUD, the Ministry of Religion, the</p> |

| | |
|----|---|
| | <p>Legal Entity administering the education unit, and the Education Unit. Oriented to: a) equitable access/public participation in education services; b) improving the quality of education; c) increasing efficiency, effectiveness, and public accountability; d) integrative holistic early childhood development services.</p> |
| 4. | <p>Operating Standard</p> <p>1) Student Criteria and Length of Education</p> <p>2) Operational Management Standard</p> <p>3) Qualifications of Educators and Education Personnel</p> <p>4) Rights and Obligations of Educators and Education Personnel</p> <p>5) Educational Program Socialization</p> |
| 5. | <p>Establishment and Licensing</p> <p>The establishment of PAUD institutions is determined by the Regent/Mayor or the Office of the Ministry of Religion. It must obtain an operating permit valid for 4 (four) years and can be extended again.</p> |
| 6. | <p>Financing</p> <p>The implementation of State TK/RA is financed by the City Government/Foundation/organizer, including investment costs and operational costs of education units.</p> |
| 7. | <p>Supervision and Coaching</p> <p>The Mayor of Baubau carries out the supervision and development of PAUD implementation through the Youth and Sports Education Office. The Ministry of Religion also carries out supervision through the Regional Office of the Ministry of Religion. The supervision results are used as material for coaching, evaluation, and reporting.</p> |
| 8. | <p>Closing and Revocation of Permits</p> <p>The closure of the PAUD organizing institution can be carried out if the PAUD institution is unable to carry out learning activities, the results of assessment and supervision by the government, and do not comply with/implement the provisions of the legislation.</p> |

Data Source: Results of Data Analysis by
Researchers, 2022

Based on Table 1, it is known that the Perwali for PAUD implementation includes, among others, the basis for formulating

policies, aims, objectives, targets, organizers, implementation standards, establishment and licensing, financing, supervision, guidance, up to the closing and revocation of PAUD permits. As a policy in education, this Perwali was made as a guide in acting, directing the implementation of PAUD in the city of Baubau. This is in accordance with the opinion of (Tawa 2019), that policy is a general line in taking action for decision making at the educational or organizational level.

(Aziz et al. 2020) argue that education policy in Indonesia is decided based on political analysis and real conditions on the ground. Then it is associated with the development goals that have been set (Rachman, 2020), one of which is improving the quality of education (Setianingtiyas et al., 2019), including equity and expansion of early childhood education.

To equalize and expand education, local governments have the authority to set policies based on regional needs (Dimmera & Purnasari, 2020). Thus, Perwali No. 81 of 2014 is one of the tasks of the Baubau city government to educate people's lives, focusing on implementing PAUD in achieving equitable access/community participation in education services because education is the noble ideals of the nation that has been set.

With the existence of the Perwali, early childhood in the city of Baubau have the opportunity to receive an education. Where it is known that early childhood is a fundamental

time for child development, where at this age brain development goes very fast. (Sudarsana 2017) argues that the factors causing the lack of services for early childhood include the limited unequal distribution of PAUD service institutions and low local government support in PAUD administration.

Impact of the Implementation of Baubau Mayor Regulation Number: 81 of 2014 regarding the Expansion and Equity of Early Childhood Education.

Since its stipulation, Baubau Mayor Regulation Number 81 of 2014 has been implemented for more than five years, which means it has shown results and impacts related to equity and expansion of early childhood education. (Arwildayanto et al. 2018) states that policy implementation activities lead to efforts to realize educational policies to become outcomes in accordance with policy goals and objectives, one of which can be known through community participation rates.

The state of education equity can be seen in the Gross Enrollment Rate (GER), Pure Participation Rate (APM), and the number of schools, classrooms, and teaching staff (Satoto et al., 2015). And in general, the GER for PAUD in rural areas is lower than in urban areas, which can be caused by the lack of information on the importance of PAUD and the dependence of its socialization on the policies of the local government (Rohmani 2020).

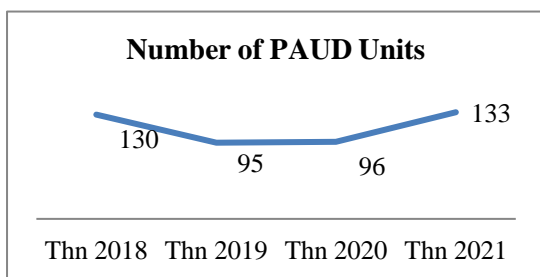
Data such as GER and APM and others are profiles/descriptions, portraits, information, conditions, and educational achievements of an area each year in regional education balances. This is in line with the opinion of (Musdalifah & Torro 2019) that the education balance can be said to be a form of opening up regional information to the public.

Furthermore, it can be used by decision-makers and all education stakeholders, including the community, as a reference in setting policies, preparing plans, evaluating education policies, formulating education development priorities, and helping identify the shortcomings and strengths of the education sector in the regions (Kemdikbud RI, 2020).

Number, Distribution, Units of PAUD in Baubau City

The number of PAUD units in Baubau city in recent years can be seen in Figure 1 below.

Figure 1. Trends in the Number of PAUD Units in Baubau City



Data Source: Results of Data Analysis by Researchers, 2022.

Based on Figure 1, it is known that the number of PAUD units in 2018 was 130 units,

then decreased in 2019 and 2020. In 2021 it increased to 133 institutions whose distribution per sub-district and their status can be seen in Table 1 below.

Table 1. Distribution of the Number and Status of PAUD Units in Baubau City in 2021

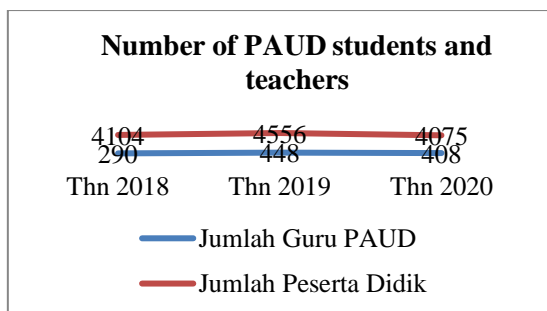
| Regency | Status | | Amount |
|--------------|----------|------------|------------|
| | State | Private | |
| Betoambari | 1 | 26 | 27 |
| Wolio | 1 | 25 | 26 |
| Sorawolio | 0 | 7 | 7 |
| Bungi | 1 | 3 | 4 |
| Murhum | 0 | 25 | 25 |
| Kokalukuna | 1 | 19 | 20 |
| Lea-Lea y | 1 | 6 | 7 |
| Batupoaro | 0 | 17 | 17 |
| TOTAL | 5 | 128 | 133 |

Based on Table 1, it is known that the highest number of PAUD units in the Betoambari sub-district is 27 units, and the lowest is in Bungi sub-district, which is only four units. PAUD units with state status open five units, while the private sector opens 128 units. More PAUD units with private status and spread across all sub-districts of Baubau City indicate that the community has a major role in expanding and equitable distribution of PAUD access. This is in line with the opinion of (Hadiansyah et al. 2017) that pioneering new PAUD is one way to expand PAUD access for the community.

Number of PAUD Students and Teachers in Baubau City

The number of PAUD students and teachers in Baubau City per year can be seen in Figure 2 below.

Figure 2. Number of PAUD students and teachers in Baubau City

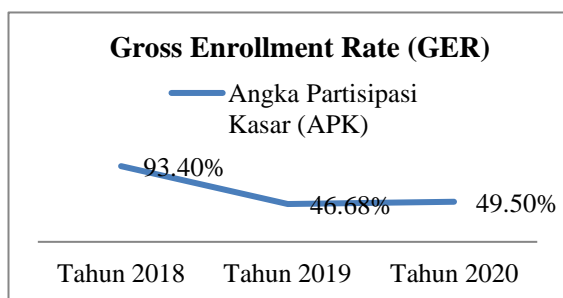


Data Source: Results of Data Analysis by Researchers, 2022

Based on Figure 2, it is known that the number of students and teachers both decreased in 2019, then increased again in 2020. This is in accordance with the opinion of (Pangastuti et al. 2020) that PAUD teachers have difficulty accessing assistance due to the feminization factor, where PAUD teachers have not been professionally valued as educators. PAUD teachers are also often not prioritized as beneficiaries of the BLT - Village Fund.

PAUD Gross Enrollment Rate (APK) in Baubau City

The gross enrollment rate (APK) for PAUD in Baubau city can be seen in Figure 3 below. Figure 3. PAUD Gross Enrollment Rate (GER) in Baubau City.



Based on Figure 3, it is known that the Gross Participation Rate (GER) of PAUD in Baubau City decreased in 2019 from 93.40% to 46.68%, then rose again in 2020 to 49.50%. The decline was caused by the situation in the city of Baubau which was during the Covid 19 pandemic, where almost all community activities were only at home and this reduced public interest in establishing or obtaining permits for PAUD operations, which also affected the number of units, teachers and PAUD students. PAUD units are experiencing difficulties both in terms of financing and readiness for online learning during the Covid 19 pandemic. This is supported by (Pangastuti et al. 2020) opinion that the difficulties of PAUD institutions during the Covid 19 pandemic include difficulties in implementing online learning due to limited internet access, limited physical devices, and lack of access of understanding of PAUD units about online learning for early childhood.

Supporting and Inhibiting Factors

Supporting factors are also obstacles to the implementation of Baubau Mayor Regulation Number 81 of 2014 concerning the Implementation of Early Childhood Education in Baubau, which can be seen in Table 2 below.

Table 2. Supporting and Inhibiting Factors Implementing Baubau Mayor Regulation Number 81 of 2014

| No | Factor | Support | Inhibite |
|----|-------------------------------------|--|---|
| 1 | Implementatio n and Account ability | There is accountabili ty for the implementa tion of PAUD. | Different organizers impact different PAUD implementati on models and are not in line with other PAUD implementati on orientations. |
| 2 | Operati ng Standar d | People are starting to realize the importance of PAUD, and parents are sending their children to school according to predetermined criteria. | There are still many educators and education personnel who do not meet the qualification standards that have been set. |
| 3 | Establis hment and Licensi ng | The establishme nt of PAUD institutions is determined by the Regent/May or or the Office of the Ministry of Religion. It must obtain an operating permit valid for 4 (four) years and can be extended again. | - |

| | | | |
|---|------------------------------------|---|--|
| 4 | Financi ng | The existence of financing by the City Governmen t/Foundation/organizer includes investment costs and operational costs of education units. | Lack of independenc e of PAUD units to get their financing. |
| 5 | Superv ision and Coachi ng. | Supervision and guidance are carried out by Supervisors and Supervisors appointed by the Service. | The competence of supervisors and supervisors is still low and impacts the low implementati on and management of PAUD units. |
| 6 | Closing and Revoca tion of Permits | The existence of a synergistic internal and external quality assurance system. | Many PAUD units have not been accredited, which impacts the closing or revocation of permits. |

Data Source: Results of Data Analysis by Researchers, 2022.

Based on Table 2, it is known that in the implementation of the policy of the Mayor of Baubau Regulation Number 81 of 2014 concerning the Implementation of Early Childhood Education in the city of Baubau, there are several related factors. Such as

implementation and accountability, financing, supervision, and others.

These factors can be used as a reference in making further policy improvements. It can be used as data, information, and recommendations for policymakers (decision-makers) to decide whether to continue or improve or stop a policy (Srihartini et al., 2021). This is also in accordance with (Solichin 2015) opinion that policies are analyzed to take good steps in planning and implementing the next policy.

CONCLUSION

The number of PAUD APKs which in 2019 reached 93.40% and then decreased to 49.50% in 2020. Then, the number of PAUD units with private status and spread evenly in all districts of Baubau city shows that there is an expansion and equitable distribution of PAUD access that can as a result of the implementation of Baubau Mayor Regulation Number 81 of 2014 concerning the Implementation of Early Childhood Education in the city of Baubau. In addition, there are also supporting and inhibiting factors that can be used as a reference in improving the reformulation of the policy.

The author thanks all parties who have helped complete this research. Researchers hope that this research can benefit the broader community of enthusiasts, researchers, observers, and practitioners of education

administration, especially education for children of this age.

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