

Background

In 2014, a team from Yale University won a bid to develop a Five-Year Costed Action Plan for Preschool Education in Timor-Leste.

The team had great exchanges with the NGO community in Timor-Leste. With their help, the team developed a perfectly feasible plan to scale up preschool education by means of an interesting mechanism: NGOs in Timor-Leste were continuously creating new ECD centers against low costs, which would operate outside the governmental policy framework for a few years, until the government would “take over” these new institutions by formalizing and funding them. Meanwhile, NGOs had a series of new centers in the pipeline, causing a continuous expansion process.

The first draft of the Costed Action Plan embraced this mechanism and included measures to accelerate the expansion process. However, the government had an unmotivated aversion against these new preschool institutions. The government rejected the plan and demanded a new one based on a rather narrow concept of quality, in which the use of teakwood furniture seemed to play an important role.

The official final report is not worth sharing. Much more interesting is the first draft that the team delivered in March 2015. It describes how an NGO community can effectively contribute to government policy.

A few years later, the Government changed its mind and UNICEF commissioned a new Costed Action Plan. The TORs for that plan matched the first draft of the Yale team. UNICEF was commissioning a plan it already had.

Below you can find the text of the first draft.

Jan van Ravens, Rotterdam, November 2019

TIMOR-LESTE

DRAFT OF A FIVE-YEAR COSTED ACTION PLAN FOR PRESCHOOL EDUCATION

Draft March 31, 2015

DRAFT

Table of Contents

	FOUT! BLADWIJZER NIET GEDEFINIEERD.
	FOUT! BLADWIJZER NIET GEDEFINIEERD.
CHAPTER 2: POLICY ARCHITECTURE	4
EDUCATION SECTOR	7
HEALTH SECTOR	10
CHILD PROTECTION SECTOR	13
CHAPTER 3: DEVELOPMENT OF THE PRESCHOOL SYSTEM	14
SUB-SECTORS	14
AN ADJUSTED FUNDING ARRANGEMENT	15
ACCREDITATION	17
THE LICENSE AS A PRELIMINARY STEP TO ACCREDITATION	18
A SPECIAL APPROACH FOR SMALL CENTERS AND HOME-BASED PRESCHOOLS	19
A NEW INTERMEDIATE TARGET: “ALL FIVE YEAR OLDS IN EDUCATION BY 2020”	20
CHAPTER 4: STRATEGIC FOCUS AREA 1	22
PS MODALITIES	22
PS RECENT TRENDS AND BASE LINE SCENARIO	24
RECENT EXPANSION	25
BASE LINE SCENARIO (YEAR 2014)	25
TEACHERS	26
ENROLMENT IN PRESCHOOL	27
FIVE YEARS OLD GROUP IN EDUCATION (PRESCHOOL AND PRIMARY)	29
PRESCHOOL SYSTEM FUTURE EXPANSION NEEDED TO ACHIEVE THE 2020 INTERMEDIATE GOAL	32
ESTIMATED NUMBER OF ADDITIONAL CHILDREN	32
ESTIMATED NUMBER OF ADDITIONAL TEACHERS	33
PRODUCTION FUNCTION	34
FINANCIAL RESOURCES ESTIMATES	36
RECURRENT COSTS (TEACHERS TRAINING)	37
BUILDING COSTS	38
TOTAL ADDITIONAL COSTS	39
FINANCIAL ANALYSIS	41

CHAPTER 5: STRATEGIC FOCUS AREA 2	46
PRE-SERVICE TRAINING FOR PRESCHOOL TEACHERS	48
IN-SERVICE TRAINING FOR PRESCHOOL TEACHERS	51
A TEMPORARY INTENSIVE COURSE	53
CHAPTER 6: STRATEGIC FOCUS AREA 3	55
CHAPTER 7: STRATEGIC FOCUS AREA 4	55
FOUR POLICY INSTRUMENTS	56
INDICATION OF THE COSTS OF POLICY INSTRUMENTS	58
CHAPTER 8: STRATEGIC FOCUS AREA 5	59
THE ROLE AND FUNCTION OF EARLY LEARNING AND DEVELOPMENT STANDARDS	60
RECENT ACHIEVEMENTS IN TIMOR-LESTE	60
APPENDIX I – COSTED PLAN OF ACTION ACTIVITIES	65

Chapter 2: Policy Architecture

Timor-Leste has made great strides in the development of policies, strategies, laws and decrees to guide the development of the education sector. Although multisectorality is emergent in the country's policy landscape, there are sector-specific guidelines that can be used to promote a more holistic approach to the expansion of the early childhood education (ECE) or preschool sector. The objectives of this chapter are two-fold:

- 1- To provide a compendium of policies relevant to preschool in the country and conduct a content analysis to identify strengths and opportunities for early childhood education programming
- 2- To generate a set of policy options to strengthen the implementation of the country's ECD policy while taking into account already existing sectoral and intersectoral initiatives

In Timor-Leste, primarily the Ministries of Education, Health and Hygiene and Social Solidarity are responsible for provisioning ECD services. Figure-1 illustrates sector-specific as well as inter-sectoral documents that guide ECD provision.

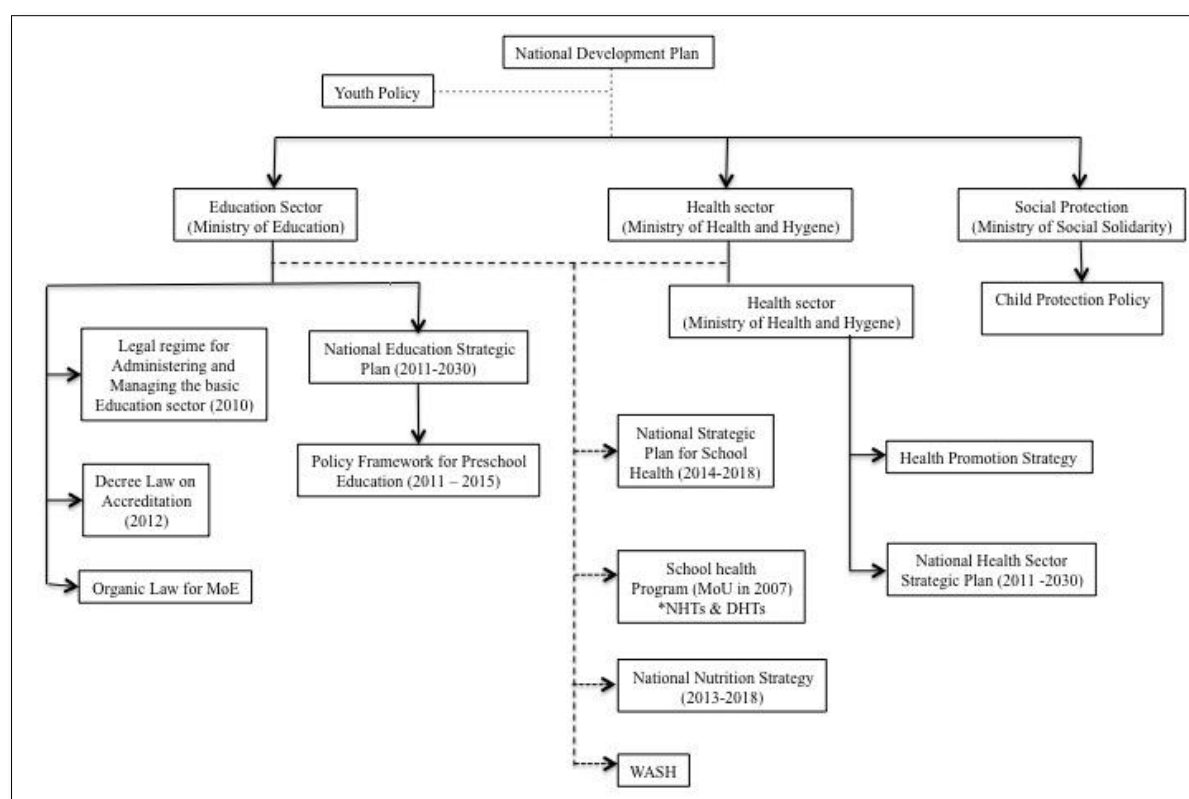


Figure-X Policy Architecture for ECE and ECD in Timor-Leste. The diagram illustrates the documents analyzed to identify ECD-relevant programs, services, and provisions in the country.

Source: Own elaboration based on various policy documents

We will delineate a policy landscape of for early childhood care and education to ensure alignment with other ongoing national initiatives in particular the challenging National Strategic Development Plan (2011-2030). This will also reveal entry points for coordination with other sectors to provide guidelines for holistic delivery of services in the early childhood education setting. The matrices below specify the documents that used as platform for this part of the analysis.

NATIONAL LAWS/DECREEES OF RELEVANCE FOR NATIONAL PROGRAMMING

Dimension of Analysis	Document Title
Laws / decrees (National-level and multisectoral)	<ul style="list-style-type: none"> • Fifth Constitutional Government Program • National Strategic Development Plan (SDP) 2011-2030 • Timor-Leste Aid Policy • GoTL-UNICEF Country Program Document 2015-2019 • Timor-Leste Aid Policy • Decree Law on pre-De-concentration 2014

Dimension of Analysis	Document Title
Education sector legal framework (Laws /	<ul style="list-style-type: none"> • 2014 base curriculum laws for preschool and basic education

decrees for the education sector)	<ul style="list-style-type: none"> • Decree Law Legal Regime for Administration and managing Basic Education System 2010 • Decree Law on the accreditation of pre-primary, primary and secondary schools - The accreditation legal basis 2012 / current accreditation legal regime • Plan / work in progress for developing draft regularity framework for implementation of the accreditation legal basis (including minimum standards) • Basic Law for Education. Law No. 14/2008. 2008 • Law of Basic Education 2010 • Organizing Law of the Ministry of Education 2013
Strategies and plans of the education sector	<ul style="list-style-type: none"> • National Education Strategic Plan 2011-2030, Ministry of Education, 2011 • MoE Five-Year Plan • MoE Annual Plan 2014 • National Policy Framework for Preschool Education • National Quality School Standards Framework, Timor-Leste 2014 • Teacher Competency Framework for basic education

NATIONAL POLICIES, STRATEGIES AND PLANS RELEVANT TO ECD

Dimension of Analysis	Document Title
Education, health child protection and disaster management initiatives	<ul style="list-style-type: none"> • <i>First Language First: Multilingual Education for Timor-Leste, Implementation Plan, UNESCO East Timor National Committee and UNICEF, 2011</i> • Water, Sanitation and Hygiene (WASH) in Schools: Guidelines for Timor-Leste. (Draft Oct 2013). Ministry of Education, MoH, MPW, and UNICEF • National Strategic Plan for School Health 2014-2018 (Draft 6). Ministry of Health • Nutrition Strategy • School Grant Manual 2010 • Child Protection Policy of MSS • National Disaster Risks Management Policy. National Disaster Management Directorate, Secretary of State for Social Assistance and Natural Disasters, Ministry of Social Solidarity, 2008 • Timor-Leste National Inclusive Education Policy (Final Draft), 2013 • Youth Policy
National program	<ul style="list-style-type: none"> • GPE funded MSP project plan and achievement related to preschool program (project document and mid-year review report)

Education Sector

Policy Framework for Preschool Education and the National Education Strategic Plan

Dropout rates in Timor-Leste in early primary education are very high. According to the National Strategic Education Plan “the vast majority of dropouts happen in G1 and G2; the number of children enrolling G3 is already almost one half of the original intake figures”. This suggests that school readiness levels are low and therefore significant investment in quality early education is needed if gains in primary education are to be sustained.

The short-term goal as stated in the *Timor-Leste Nation Strategic Plan for Education 2011-2015* is that “by 2015 at least one half of the total number of children between 3 and 5 years old will be enrolled in a quality preschool”. The framework highlights that in 2007-2008 there were 141 pre-primary schools with 310 teachers reaching approximately 25% of the population between 3-5 years of age. It is important to note that enrollment rates are much higher in urban areas. Therefore provisions and programming that take into account the equity perspective are crucial. Of the 141 preschools, 115 are private community-supported. In order to increase the enrollment rates of preschool children to 50% by 2015, the Ministry of Education is encouraging the development of a range of programs administered by both private and public entities. According to the *Policy Framework for Preschool Education* generally entities have low levels of quality in teaching. This led, in part, to the reform of the curriculum. Moreover, an inspection system has not been developed for preschool education.

In order to achieve the goal of providing 50,000 more children with access to preschool education during 2011-2015, the Ministry of Education and the National Directorate of Preschool Education proposed to focus on five strategic focus areas (SFAs). Given that the goal was not reached, this Costed Plan of Action reassesses the feasibility of expansion by exploring cost and programming scenarios to set the country in short and long-term tracks for expansion.

Below is a summary of the five strategic areas and respecting provisions:

- I. Strategic Focus Area 1: Expand availability of quality preschool education.*** There are several proposed approaches according to the *Policy Framework for Preschool Education and the National Education Strategic Plan* to achieve this SFA.
 - a. The Policy Framework provisions to invest in building more classrooms. It also allocates the responsibility to the Directorate of Preschool Education in collaboration with the Ministry of Education to develop guidelines and standards for the design of new and/or refurbished preschool classroom and facilities.
 - b. The Strategic Education Plan specifies that:
 - i. It is in the scope of the *Ministry of Education* to propose a *National Strategic* to coordinate public and private initiatives in an effective way, so as to build a "national network of facilities for young children". *Unique Pedagogical Supervision (Pedagogical Responsibility)* of all initiatives related to education of children from 3 to 5 years old, whether public, municipal, and private or linked to non-governmental organizations or local communities' initiatives. This *pedagogical supervision* implies that the Ministry

of Education plays a supportive role in promoting initiatives including flexible propositions.

- ii. Processes to be led by MoE are accreditation of early childhood centers as well the accreditation of previous training of teachers; providing them with further training. Responsibilities need to be given to local administrative authorities, local communities and families, as well as private initiatives, so as to provide quality preschool education.
- iii. Itinerant teachers need to be considered to visit families, help them to create in their own homes educational environments and experiences for their young children, providing adequate materials, books and activities.
- iv. The Strategic plan estimates that to expand capacity in existing public schools, 25,000 more children will need to be accommodated into existing establishments and therefore approximately 1,000 public classrooms and teachers will need to be made available. This availability can come from reutilizing classroom in existing schools, and building others. There is no clarity on how the demand for 1000 new teachers will be met, although the Strategy notes that a plan will be generated to “relocate and redistribute teachers across the whole of the educational system”. Importantly, the Strategy suggests that access development strategies for preschool education will be associated with the expansion of filial schools and primary schools in a number of clusters.

II. Strategic Focus Area 2: Increase the training and ongoing professional development of preschool educators. Short refreshment courses in the areas were teachers reveal to be more vulnerable, may be implemented. School centered training modalities are proved to be useful, as well as mentorship focused on school- oriented reflection and reformulation of practice towards an educational autonomy, under the guidance of consultants, mentors or other senior experts.

This *National Strategic Plan* presents a program for qualifying teachers for all preschool classrooms:

- Design staffing formulas and staffing plans for the expansion of early childhood education
- Design new in-service programs to qualify teachers according to the new curriculum standards
- Prepare and implement an in-service training program for all teachers already working in preschool settings
- Ensure an adequate number of teachers graduating from pre-service institutions are qualified with the required competencies to work in the preschools

III. Strategic Focus Area 3: The Ministry of Education will develop and implement new curriculum guidelines in all preschools. In short, the country utilizes a cultural analogy (the TAIS)¹ to frame its educational approach for

¹ TAIS: “*living piece of cloth* which represents the way the teaching action needs to be focused, intersecting a multiplicity of levels and areas of the setting that presently host 3 to 5 year old children:

young children. Under that conceptual framework, the learning and development goals include multiple dimensions of holistic development.

The National Education strategic plan notes that the “MoE developed a study plan which could be used for the future curriculum”. Furthermore “a pre-teacher competence framework was also developed for teachers working with children under 6-years old”. This framework was integrated into the national teacher competence framework.

IV. Strategic Focus Area 4: Development of Public Purpose Partnerships, the critical work of the church and faith based organizations, and the many national and international agencies involved in preschool education will be supported and enhanced. In particular, the Policy Framework provisions that “a promotional package and incentives will be developed to stimulate the expansion of preschools administered by the church, community-based organizations and NGOs.” The primary objective of this approach is to increase both the availability and accessibility of quality preschool programs for the most disadvantaged children and families. The Ministry of Education needs to support the creation of parent associations or even parent/teachers associations and take them as important entities when developing this strategic plan. The Strategy notes that the government estimates that in 5 years, at least 50% of the students should be attending schools run by private institutions and gives the Ministry the responsibility of implementing an incentive strategy.

V. Strategic Focus Area 5: Development of a standards based monitoring and evaluation system. A major milestone for the promotion of ECE in the country was the creation of the National Directorate of Preschool Education. Figure-2 specifies key organizational structures in the Ministry that are relevant to preschool operations. The National Directorate of Preschool Education will be responsible for developing policies and guidelines to establish preschool education programs throughout the country, public as well as private, including the registration, monitoring and accreditation.

A second important framework is the *National Education Strategic Plan* which spells out national priority programs.. The long-term goal for priority program one (Preschool Early Childhood Education) is: **“by 2030, parents and other caregivers from all the 442 sucos of the country should have access to send their children to a good quality kindergarten school or classroom located at a reasonable distance from their house”**. The short-term goal is that **“by 2015, at least one half of the total number of children between 3 and 5 years old will be enrolled and receive quality preschool education”**.

Some of the Strategic Plan’s additional priority programs (PPs) address overarching

professional diversity; the need to “weave” teaching work closely in line with families and communities, a curriculum organization that will not separate learning milestones from subject areas - reading/writing, mathematics, social and natural sciences, arts, citizenship education and even spiritual education – and having different development areas as “backdrop” – physical, emotional, social and cognitive; therefore working as *a tais*. This conceptual theory is essential to understand this “weaving” work, as a loom that creates inter-disciplinarily, curriculum coherence and knowledge integration” (Taken from the National Education Strategic Plan).

operational dimensions of the education sector that are of relevance to the preschool sector:

- 1- PP7: improving teacher quality;
- 2- PP8: general management;
- 3- PP9: human resource management;
- 4- PP10: de-concentration and organizational improvement;
- 5- PP11: introducing information technologies and management information systems;
- 6- PP12: achieving planning and budget excellence; and
- 7- PP13: achieving effective donor coordination. It is crucial to ensure that the overarching PPs operate transversally through all education cycles and that they apply to preschool education explicitly.

In terms of financing the preschool education sector, school grants are expected to provide an important mechanism for increased investment. Grants will finance the incentive packages to promote public sector partnerships with private, non-for-profit organizations. As stated in the Strategy this “package is designed to finance teacher salary, school grants and an allowance for school meals”.

Health Sector

A *Health Promotion Strategy (2011 – 2015)* was implemented during the period 2004-2010 and it was revised in 2011. The first NSHP was developed around five main strategies:

- 1- Strengthening community action to develop a shared responsibility for health and to take action to improve health;
- 2- Targeted HP programs that address priority needs on the general population;
- 3- Increasing knowledge and skills of individuals, communities, civil society, and all bodies to promote health as a shared responsibility;
- 4- Effective, targeted communication to ensure provision of quality health information and improved access to quality health information; and
- 5- Effective HP practice to ensure the optimal outcome.

There are several health-sector policies, programs and strategies of relevance to intersectoral provision of ECE services. Below is a content analysis indicating provisions relevant to the coordination of the health and education sectors.

School Health Program

A Memorandum of Understanding (MoU) between the Minister of Education and the Minister of Health was signed in 2007. One of the outcomes of this MoU was the generation of a manual for school health. Below is an organogram as described in the School Health Program that indicates the key actors for the implementation of activities. The school health program has been implemented in at least two elementary schools in every sub-district in all the 13 districts of Timor-Leste. Complementary to this, UNICEF had piloted the on Water, Sanitation and Hygiene (WASH) program in five districts and about 120 schools are covered.

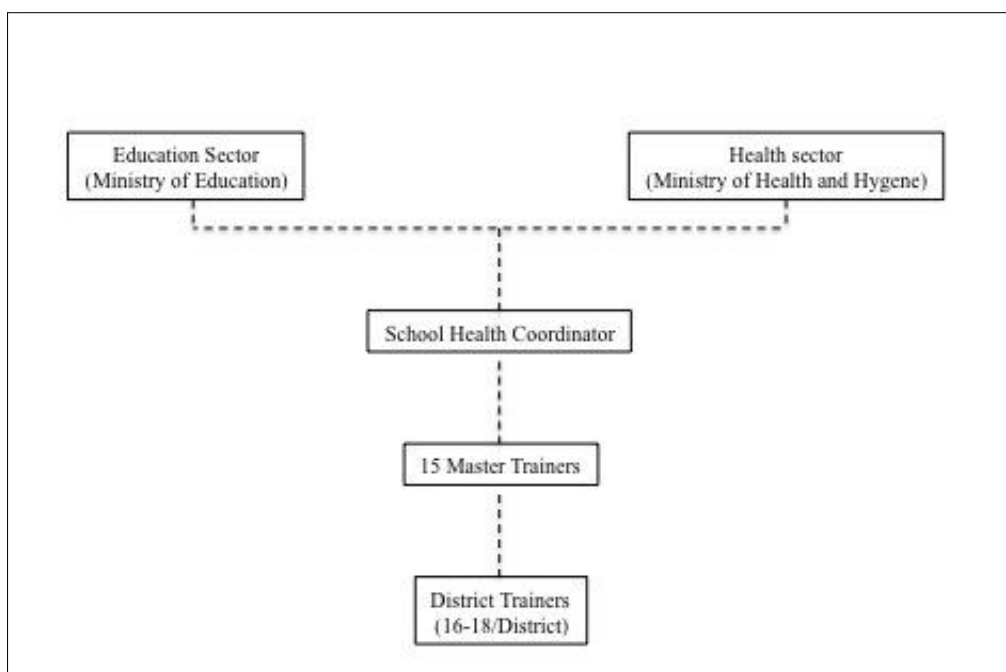


Figure-X: Organizational structure of the School Health Program. “The School health coordinator monitors school health activities under the Department of Health promotion and Education in Ministry of Health. Fifteen master trainers (NTT) were trained for school health in Indonesia, which in turn trained District Trainer (DTT) with the focus on water, sanitation, hygiene and the child-to-child approach. At present, there are about 16-18 trainers in each district.” (Information taken from the School Health Program, 2007). The National Nutrition Strategy notes that there is a Head of School Feeding at the Ministry of Education.

National Strategic Plan for School Health (2014-2018)

The National Strategic Plan for School Health seeks to “create a sustainable health promoting school culture for enabling the children optimally benefit from educational opportunities provided, and promoting healthy lifestyles among themselves, their families and the community for healthy Timor-Leste”. To achieve this, 4 key objectives were framed:

- Objective 1: To develop equitable school health policy and partnerships among all stakeholders for promoting health of school
- Objective 2: To ensure a safe healthy environment, both physical and psycho-social that facilitates learning community
- Objective 3: To provide skill-based health education for school children
- Objective 4: To ensure access to health and nutrition services

A baseline evaluation of the existing structure and facilities for health promotion provided by schools will be carried out in 2014. A Mid-term evaluation will be carried out in mid-2016 to assess progress in the implementation of the activities enrolled under the National Strategic Plan for school health. An endline evaluation will be done in 2018 to assess the progress, outcome and impact of the National strategic plan for school health, 2014-2018.

National Nutrition Strategy 2004

The importance of provisioning programs and services to bolster nutritional status is clear in the policy architecture of Timor-Leste. However, there is greater attention devoted to nutritional programing during the antenatal period. According to the National Nutrition

Strategy, “school feeding will contribute to improved cognitive development and school attendance and completion rates but is not likely to have a significant nutritional affect because growth faltering occurs in the first two years of life and cannot be recovered later”. The strategy prioritizes feeding women, rather than school children.² According to the *National Nutritional Strategy 2013-2018*, there was no formal evaluation of the 2004 Nutrition Strategy implementation but the lack of positive change in nutrition indicators suggest that it did not address malnutrition challenge effectively.

National Nutritional Strategy 2013-2018

The overarching goal of the National Nutrition Strategy 2013-2018 is to improve the nutritional status of the Timorese population. It is framed around 6 strategic objectives:

- 1- Improve nutrients intake by mothers, children and adolescent girls
- 2- Improve care for mothers and children
- 3- Improve food security at household, community, and national levels
- 4- Improve hygiene practices and access to water and, sanitation
- 5- Promote optimal nutrition behavior and practices
- 6- Improve policies and capacity for multi-sectoral nutrition action

The strategy prioritizes focus on pregnant women and under two year children in order to optimally use the “window of opportunity of 1000 days from Pregnancy to 24 months” to reduce the burden of malnutrition. However, the strategy recognizes the high prevalence of malnutrition among under-five children in all districts.³ This strategy proposes establishment of:

- District Nutrition Working Group (DNWG) chaired by the District Administrator with the District Nutrition Coordinator (DNC) located at the District Health Office as the secretariat. The DNWG will coordinate and monitor implementation of district nutrition plans.
- Nutrition Focal Points in all relevant departments at the district level. These Focal Points will engage in DNWG and also coordinate nutrition interventions within the respective sectors’ district office, with respective sector partners in the district and with the sub-district stake-holders of the respective sector.
- The DNWG will have representation, which will include the officials from Ministries of Health, Agriculture, Education, Infrastructure, Social Solidarity as well as representatives from other implementing partners at the district level (NGOs and CBOs). District nutrition coordination will preferably hold monthly meetings.
- Envisaged role of the DNWG include:

² Two programmatic arms of the National Nutrition Strategy are crucial:

Maternal and Child Nutrition

- Ensure appropriate health and nutrition interventions for protection of fetal and infant growth
- Support community processes and caring behaviors that contribute to protection of fetal and infant growth

Food Security

- Multisectorial interventions
- Community engagement in problem identification and interventions
- Ongoing research

³ The highest stunting prevalence was found in Bobonaro (73%), highest wasting prevalence in Aileu (49%) and highest underweight prevalence in Oecusse (63%). Higher prevalence of stunting was evident among poorer households (63%).

Ministry of Education

- Educating of children and adolescent girls about appropriate for infant and young child growth
- Informing/educating parents about child nutrition
- School food, nutrition and health interventions focusing on adolescent girls
- School WASH
- Increasing schooling completion rate for girls

Ministry of Social Solidarity (MoSS)

- Provides social protection and assistance to vulnerable groups
- Provides a conditional grant of US\$ 5/month per child for poor families on condition of completing immunization and enrolment to school

Child Protection Sector

Child Protection Policy

This policy sets out the common values, principles, and beliefs of the Ministry of Social Solidarity and the Child Protection Unit (CPU) of the Directorate of Social Reinsertion (DNRS). The document spells out the steps that will be taken in meeting our commitment to protect children as guaranteed by the Constitution of Timor-Leste and Article 19 of the United Nations Convention of the Rights of the Child.

- | | |
|----|--|
| 1. | Children shall be entitled to special protection by the family, the community and the State, particularly against all forms of abandonment, discrimination, violence, oppression, sexual abuse and exploitation. |
| 2. | Children shall enjoy all rights that are universally recognized as well as those that are enshrined in international conventions commonly ratified or approved by the State. |
| 3. | Every child born inside or outside wedlock shall enjoy the same rights and social protection. |

Below are the overarching provisions, though there is no specific implementation plan:

- We will include adherence to the Child Protection Policy as a requirement for all our staff, volunteers, consultants and partner organizations and specify this in contracts, job descriptions, terms of reference, and partnership agreements. Partner organizations including national and international NGOs, and providers of residential child care accommodation services, must agree to adhere to this Policy or have their own Child Protection Policy before partnership with MSS is undertaken.
- We will provide learning opportunities for staff to develop and maintain the necessary attitudes, skills and knowledge to keep children safe, ensuring that all staff receive child protection training as part of their induction.
- We will make sure that we have Child Protection Procedures in place to help us respond to any concerns raised in a systematic and thoughtful way.
- We will provide essential information, advice and support to those responsible for keeping children safe and help children who are being abused to get help.
- We will provide written guidelines which describe standards of appropriate behavior in all our contacts with children.

- We will be guided through the child protection process by the principle of 'best interests of the child'.

Youth Policy

There are six overarching policy objectives:

- 1- Mobilize young people to serve their communities
- 2- Establish links between education and after-school reality
- 3- Teach illiterate young people how to read and write
- 4- Provide more and better job opportunities for young people
- 5- Help the most disadvantaged youth
- 6- Promote the civic participation of young people

The Secretariat of State for Youth and Sport is responsible for establishing partnerships and institutional cooperation to ensure the better implementation of the strategies of the National Youth Policy. The institutional cooperation enables synergies of resources to be utilized effectively, avoiding duplication of services and directs aid to the more needy.

Chapter 3: Development of the Preschool System

Having discussed the architecture of policies for young children in Timor-Leste in the previous chapter, and before addressing the five Strategic Focus Areas (SFA) of the Policy Framework, we now look at the *system* of preschool education in the country.

All five SFAs are directly related to the preschool system as such. Based on analysis of the documentation; interviews with key actors and stakeholders; and visits to preschools and District Education Offices, it was found that there are a number of frictions in the preschool system that will require attention in the years to come. The policy choices that need to be made will influence the development of the system in the near future, and the five SFAs cannot be addressed properly without a clear picture of that consolidated system.

This chapter is partly based on Annex X which reports a part of the information gathered in a total of eight preschools in Dili, Ermera and Manatuto. Obviously, this small sample of eight preschools is not representative for all of preschool education in Timor-Leste. But the sample is illustrative, and we use only those findings that are confirmed during interviews and in the documentation.

Sub-sectors

One of the characteristics of education systems is the way in which they are divided into sub-sectors. In Timor-Leste we find – as in many other countries – the distinction between public and private preschools. However, in Timor-Leste there is a third category, which is the Catholic preschool. Moreover, the private sector contains many preschools that are not necessarily private in the sense that they charge fees and cater for the higher income groups. Rather, many formally private preschools dedicate themselves to including children in less advantaged and sometimes remote Sucos and Aldeias. These preschools are private mainly in the sense that they have been initiated by a national or international

NGO, a donor, or a faith-based organization. But in terms of their societal function they are clearly working for the public cause rather than a select and privileged group. Finally, the formally Catholic preschools seem to be those that were initiated by the Catholic church, but while some of these have a private profile in that they charge a fairly high fee, others tend to have a more public function. Vice versa, some formally private preschools have a Catholic profile.

So the distinction between public, private and Catholic is far from clear, and the same is the case for the criteria based on which preschools are placed in one of the three categories. In fact, preschools make that decision *themselves* when they apply for an EMIS-number⁴. This is possible because, remarkably, the formal status of a preschool (public, private or Catholic) does not have any implication for its operations and for the way in which it is funded. Even private preschools that charge a relatively high fee, receive school grants and have teachers who are paid by the government.

A more common distinction between a public and a private sub-system in education – and this applies to preschool as well as primary, secondary and higher education – is that the public system safeguards access and quality for the larger population whilst the private system caters for those who want to and can afford an extra high level of quality. To finance this extra quality, private providers have the right to charge a fee, but *as a consequence* they forego government support. This is why private provision is interesting for the government: if for instance 25% of the population opts for private provision, the government can focus its resources on just the remaining 75%, standing a better chance to ensure access and quality for the population at large. This positive side-effect of private provision - cost-reduction to the government - is absent in preschool education in Timor-Leste. A private preschool may charge \$7 per month or more but it will still have its teachers paid by the government. And it receives a subsidy for school meals even though parents are rich enough to provide the food by themselves.

An adjusted funding arrangement

Thus is it recommended to consider a revised distinction between public and private, whereby preschools that are initiated by NGOs and donors with a clear intention to reach out for disadvantaged communities are public, not private, and remain entitled to receive government funding for teachers, materials and school meals, whereas private preschools are defined as those that may charge a fee and as a consequence forego government funding. The religious criterion would cut across public and private: one can envisage private preschools that choose to have a Catholic profile and others that do not make that choice. And why would public preschools not have the same right to choose a Catholic profile? This would be a free decision for the director, the staff, the parents and organizations that support the preschool. In fact, this arrangement might allow more profiles than Catholic only. It might create a space for other walks of life within the preschool system, and there might also be room for certain pedagogical orientations such as Montessori and Jena.

In this new arrangement – where the distinction between public and private is based on societal function and where both types of schools are autonomous with regards to their profile – the preschools would still decide for themselves whether they are public or

⁴ EMIS stands for Education Management Information System. Upon formal registration, a preschool receives its own unique EMIS number.

private. But the difference with the current situation is that this choice will have a consequence. Those preschools who opt for the right to charge a fee would know that they will no longer receive grants for school feeding and other spending, and that teachers will no longer be on the government payroll.

In practice, however, this rather “hard” principle may require some degree of mitigation. If a private preschool wants to pay teachers the standard salary of \$166 per month and if group size is 25, then it would need to charge a fee of \$6 or \$7 per month just to cover teacher salaries. Taking into account other costs as well, this can easily lead to a fee of \$10 or more. At this rate, it may appear that few preschools opt for a private status. A solution may be found in a partial subsidy per child. For example, the government may provide, just as an example, a bonus of \$3 per month for each child that is enrolled. This incentive may be sufficient for the development of a substantial private sub-sector, while the government still saves \$8 per child per month⁵ which it can invest in public preschools. In chapter 4, which addresses SFA 1, we do not elaborate this scenario because it requires a degree of systemic reform; hence it is a matter for the period of 2020-2030 rather than 2015-2020. But it should be kept in mind that the idea of a small per child subsidy to boost the private sub-sector might eventually reduce the macro-level costs of universal preschool⁶.

The implications of this arrangement for the public preschools is that they would not be allowed to charge a fee. One could argue that this is already the case. However, the findings from the field visits in Dili, Ermera and Manatuto are mixed. While the official rule is that public preschools may not charge a fee except for special occasions, there is in practice not a dichotomy between public and private but rather a continuum. On one extreme of this continuum we found public preschools in Ermera and Manatuto that do not charge a formal fee, but do need to ask occasional contributions from parents as a buffer. This is caused by the fact that the school grants as well as the subsidy for school meals do not always come in time and sometimes do not come at all. Volunteer teachers, too, can be a cause for charging fees. In Dili we found a public preschool that charged a monthly fee of \$3, with the comment that this is relatively cheap compared to other preschools in the vicinity that charge \$5 or \$7 per month⁷. With a fee of \$3, the public preschool in Dili was more expensive than a private preschool in Ermera that charges \$1 per month. It should be added that although the latter is formally private, it has a Catholic profile and is supported by the church. Finally, at the high end of the spectrum, we visited a private preschool in Dili with a daycare function (lessons were 4 hours rather than 2 or 2.5) charging \$7 per month.

An implication of these findings is that if we really want public preschools to refrain from requiring substantial contributions from families, we need to ensure that school grants and grants for school meals are sufficient; are actually delivered; and are delivered timely. Another way to reduce the financial burden for the public preschools is to make sure that

⁵ As chapter 4 (SFA 1) will show, the unit cost for preschool in Timor-Leste is \$134 (per child per year). On a monthly basis this is \$11. In the suggested arrangement, and in the given example, the government would save \$11 - \$3 = \$8 per child per month for every child in a private preschool.

⁶ As noted, the incentive of \$3 is just an example. It would be possible to determine this amount more exactly by means of a simulation. It is also possible to refine the model, for example by stipulating that the incentive will not be given to high end preschools where the fee exceeds a certain level.

⁷ It was not clear whether these other preschools are public or private. In the perception of the informant this did not seem to be a relevant distinction. Again: it seems a continuum rather than a dichotomy.

all volunteer teachers be qualified and transition to the government payroll. This policy is already in full course and should greatly contribute to the eradication of fees in the public sub-sector.

Accreditation

Obviously, the provision of government support – whether this concerns the broader support to the public preschools or the limited support to the private ones – requires criteria. There needs to be a set of requirements that the preschool must meet in order to be eligible for that support. The best instrument to achieve this is accreditation, and Timor-Leste has made impressive progress in this regard. In 2014 it issued a Diploma Ministerial to regulate the process of first accreditation of preschools, and in early 2015 it released the standards by which preschools will be assessed (Despacho No. ___/GM-ME/I/2015). The content of these standards are discussed in chapter 8 of this report on SFA 5 – here we address the process.

The paradox of any accreditation scheme is that while it scrutinizes existing service providers to ensure quality, it also creates a threshold for new providers to enter the playing field. Not every new preschool might immediately be able to meet the accreditation standards, and, more importantly, some aspects of quality can only be assessed when the service provider is operational, rather than before the start of service provision. This potential bottleneck is particularly relevant to Timor-Leste because the preschool system is in a state of expansion – the number of preschools went from 141 in 2009 to 281 in 2014 - while in order to meet targets it should even accelerate the pace of expansion. Providing an automatic, temporary accreditation may work for existing providers, but not for new ones. To resolve this, we first examine the current entry process of new preschools into the system.

As noted earlier, Timor-Leste has a very dynamic preschool system which allows both the government and non-governmental (including religious) agencies to create new preschools on a regular basis. For example, three of the larger international NGOs – Child Fund, Plan International and World Vision – have the joint capacity to create about ten new center-based preschools annually, as well as an equal number of home-based preschools. Together, these new center- and home-based preschools can receive in the order of 500 to 600 children. This is a substantial annual increase of the overall capacity of preschool education. Expansion of this mechanism may be critical to meet the preschool enrolment targets of the country.

The typical approach of these and several other NGOs and faith-based organizations, is that the initiating organization develops contacts with local communities; sensitizes them with regards to the importance of preschool education; mobilizes local resources; donates some essential building materials; guides the community during the construction; trains a local person to become a teacher and trains other community members to form a PTA or Community Management Committee. Then, for a few years, the initiating organization continues to support the new preschool until the quality is deemed to be sufficient. Finally, in dialogue with the District Education Office, the new preschool is “handed over to the government” as this is described, which means that the new preschool receives an EMIS-number; receives the school grants and school feeding; and has its teachers paid

by the government. The MoE is praised for its willingness to accept these new preschools and to assume financial responsibility, thereby safeguarding continuity.

However, there is a bottleneck during the initial phase: between the creation of the new preschool and the moment of handing over. In this phase, the teacher is usually paid from fees collected from the parents. Given the severe and increasing rural poverty⁸, combined with the fact that most families have many children⁹, a fee of \$0.50 to \$1.00 is a high burden for many families¹⁰. But even with a fee of \$1.00 and a group size of 20, the teacher will only \$20 per month; this is far less than the lowest salary that our team observed, which was \$50 for some volunteer teachers. Increasing the salary by admitting more children per group is not always possible in sparsely populated areas and it is unfavorable from a pedagogical point of view. The consequence of the low remuneration is a high degree of turn-over. The teachers in the community-based centers are known to do this work for just a few years. This, on its turn, means that teachers do not build substantive experience and that the initiating organization needs to keep investing in training. In such cases, a stipend provided by the initiating organization can help to make ends meet, but on the long run - and on a large scale - this is very costly for these organizations.

In short: the phase between the creation of a new preschool and the handing over to the government is a difficult period. Government support is badly needed in this period but it is not available precisely because the preschool is not yet up to (accreditation) standards. More preschools could survive this phase if government support would be available on a preliminary basis. So how can this be arranged?

The license as a preliminary step to accreditation

Our recommendation is to consider the introduction of a licensing system as a preliminary step towards accreditation. This arrangement would contain the following six elements.

1. The license would be the evidence of a *basic* level of quality, to be assessed *before* a preschool enters the operational stage. It would be based on (i) an assessment of the space where the preschool is to be situated, whereby inspectors make sure that safety and hygiene are guaranteed; (ii) on an assessment of the inventory and materials; (iii) on the qualifications and training that the teacher(s) have received (not on their actual performance as a teacher, since the preschool is not yet operational); and (iv) on an assessment of the way in which the preschool is managed.
2. Hence, the license sits at a lower quality level than the accreditation; it is not a sign that a preschool is functioning in a satisfactory manner, but rather a sign that it meets a number of minimum requirements ensuring that children be safe and well attended.

⁸ In 2001, 36% of the country's population lived below the poverty line, while in 2011 this had risen to 52%. Most of the poor families live in rural areas characterized by isolation, difficult terrain and minimal employment opportunities (New Zealand Agency, 2014:10)

⁹ According to the 2010 Census, families in Timor-Leste have 5.8 children on average. The number is lower in urban areas and higher in rural areas.

¹⁰ During a focus Group discussion in a remote Aldeia in Ermera, most parents indicated that they could not spare any money for a fee; only one parent said that \$0.50 is affordable.

3. Immediately after its launch, the licensed preschool would be *temporarily* eligible for government funding, meaning that the teacher is paid by the government and that the preschool receives the school grant and participates in school meals.
4. This entitlement becomes permanent once the licensed preschool is accredited.
5. So obtaining the accreditation as soon as possible should be the key objective for the new preschool. To that end, the Preschool Guidance Inspector (PSGI) works closely with the preschool to enhance quality, and provides early warnings if something is not in order.
6. There would be a maximum number of years in which a licensed preschool is eligible for funding. If the accreditation is not obtained within, for example, three years, the funding stops.

In sum, a preschool can have the following three statuses, each with its own implications:

No license	License but no accreditation	Accreditation
Preschool is not allowed to operate.	Preschool is allowed to operate under close guidance of the PSGI and will receive funding for a maximum of X years.	Preschool operates under normal guidance of PSGI and is structurally entitled to receive funding (unless the accreditation expires)

In this scheme there is no essential difference between public and private preschools, except that in the case of the former “funding” means that teachers are on the government payroll and that school grants are received, while in the case of the latter there is only the incentive (a partial subsidy on a per child basis). The content of the accreditation – the standards on the basis of which the accreditation is granted or rejected – are discussed in chapter 8 on SFA 5.

A special approach for small centers and home-based preschools

The suggested arrangement of licensing and accreditation may facilitate the creation and survival of new preschools, especially the more alternative and/or community-based models¹¹. However, some differentiation may be needed. For example, in very remote communities it is difficult to find youth or adults who completed high school, so the recruitment and training of teachers may have to follow a different pathway. Worldwide, good results are achieved in such contexts if aspirant teachers are selected on the basis of motivation, dedication to the community and children, and willingness to keep on learning. So in these very special cases, obtaining a formal qualification is more challenging than in cities and in more densely populated rural areas. As a consequence, obtaining the accreditation is equally challenging.

Therefore it is suggested that the smaller centers and home-based preschools be allowed to continue to operate longer on the basis of just the license (and without accreditation), provided that mentoring is more intensive. And since small centers and home-based

¹¹ Moore, K. (2015) Alternative, community-based preschool model designs. Evidence-based designs for Timor-Leste’s Alternative, community-based preschool models. Ministry of Education, New Zealand Foreign Affairs and Trade Aid Programme, UNICEF

preschool also tend to have relatively high unit costs¹², one may consider to pay the minimum wage of \$115 per month rather than the official teacher salary of \$166. Alternatively, considering that teaching in a small center or home-based preschool is usually a halftime job rather than a fulltime job, one might provide 50% of the \$166, i.e. \$84 per month.

Creating such differentiations within the regulatory framework may seem uneasy since Timor-Leste is just putting an end to the presence of volunteer teachers in the preschool system. Yet, the severe exclusion of children in remote and sparsely populated areas must be addressed urgently, and some degree of flexibility is imperative in areas with low levels of educational achievement.

Finally, the individual family model, intended for places where there are too few children for even a home-based preschool, is based on an essentially different logistical model. It consists of providing training to the parents themselves, combined with home-visits. Quality assurance would be needed for the organization that provides these services, but it will be a different kind of accreditation - both in terms of process and content – and the model is too fresh to elaborate in this report. Therefore it is not included in the macro-level financial analysis in chapter 4 on SFA 1. But it may be assumed that this concerns a relatively small target group, with just a small impact on overall costs.

A new intermediate target: “all five year olds in education by 2020”

Before discussing the expansion of the preschool system in the following chapter, it is necessary to address the targets set in the National Strategic Plan for Education for 2011 – 2015 and the National Strategic Plan (NSP):

- by 2015, at least half of all the children aged three to five should be in preschool;
- by 2030 enrolment should be universal.

Obviously, the first target has been missed. Now, in 2015, only 18% of the children aged three to five are in preschool, as chapter 4 shows. Yet, there are 15 years to go to the year 2030 when all children must be on board, so this target is still achievable if the expansion process would be accelerated. A question is: would a new intermediate target be functional in achieving that acceleration?

If we focus on just the children of five years old, we find that no less than 38% are in education: some of these in preschool where they belong according to their age, and the others are in primary school where they do not belong but need to go in the absence of a preschool in the vicinity (as chapter will show in more detail). While it is paramount that eventually all children of preschool age should be in preschool and not in primary school, one could argue that it is acceptable, for the time being, that five year old children continue to be admitted to primary school as long as there is no preschool nearby. With 38% of the five year olds in education, 62% of them would need to find a place in preschool in order to have all five year olds included in education. The target of enrolling the 62% of the five year olds who are currently out of school is less demanding than enrolling the 32% of all the three, four and five year olds needed to reach the 50% enrolment goal for 2015 (current enrolment ratio is 18% see graphic X below). Therefore

¹² In many places one might only find about 10 children to form a preschool group even if children of different ages are combined. In such cases, the salary costs are twice as high as in a group of 20 children.

it should be an achievable target to say that by 2020 – the final year of the period of this action plan – all the five year olds should be in education: preferably in preschool, but accepting that a minority would still be in primary school where there is no nearby preschool.

There are five additional arguments for this intermediate target for 2020.

1. Teachers. As chapter 5 (SFA 2) elaborates, there is currently no pre-service training for preschool teachers in Timor-Leste. This must be created urgently, but it will take several years before the first students graduate. This means that most of the new preschool teachers that enter the profession in the period of 2015-2020 will not be specifically trained to teach preschool children. This is unfavorable for all children, but even more for the three and four year olds than for the five year olds who are on the threshold to primary school.
2. Equity. A target that enforces the enrolment of 100% of the five year olds is more equitable than one that stipulates the enrolment of just a proportion of multiple age groups. For example, when 90% of all the children aged three to five are on board, it is possible that in the more affluent areas even the three year olds are enrolled while in the poorer areas most children are still excluded, even the five year olds. In contrast, if 100% of the five year olds are included, this implies also the inclusion of the poorest and most remote five year old children in the country.
3. Diminishing returns. Research¹³ has shown that enrolling five year old children in preschool has a large impact, for example on their future chances in education, hence in life. If we also enroll the four year old children, this too has an impact, but this additional impact is less than the initial impact of enrolment at five. Finally, if we enroll the three year olds as well, the added impact seems to be quite small or even absent¹⁴. This means that focusing on the five year olds is not only good from an equity perspective but also from a national efficiency perspective.
4. Win time. With regards to the three year olds, it may even be worth considering a discussion about the need to enroll these children. During site visits it was found that few parents and teachers see a strong need to bring three year old children to the preschool. Many consider these children too young, too unprepared, while very practical challenges also exists, such as the inability to walk a significant distance and toilet training. Clearly, this report does not have the mandate to even recommend to attach low priority to enrolling three year old children. But by focusing on the five year olds in the period of 2015-2020, the country would win time for a discussion about the three year olds before planning for universal preschool enrolment in 2020-2030.
5. Finally, it was found during interviews and meetings that there is an emerging consensus among key actors and stakeholders that focusing initially on the five year olds is the way to go. This provided the mandate to the authors of this report to focus on this intermediate target: all five year olds in education by 2020.

¹³ Hiro's report. Perhaps more sources?

¹⁴ Uruguyan study

To avoid any misinterpretation of this target, it should be noted that the current capacity for three and four year olds in preschool would not be affected by the proposed target. All preschools are admitting children of these ages and will continue to do so, not even to a lesser extent. It is only the expansion – the new, additional capacity – that focuses on the five year olds, for the time being.

In fact, there are contexts that require an exception even in this regard. For example, in a small and remote hamlet with only a few families, there may only be four children of age five. If there are also four children of age four and four of age three – making a total of only twelve children - it would be odd to admit only the five year olds if against the same costs all preschool age children could be on board.

With these arguments and these words of caution, we examine in the next chapter the implications of the proposed target for 2020: all five year olds in education. This analysis will be based on the current funding arrangement and not on the arrangement proposed in this chapter. Such a reform will require time for discussion and preparation, so that it is likely that the current arrangement will persist during most of the period of 2015-2020.

Chapter 4: Strategic Focus Area 1

PS modalities

As described, preschool supply in Timor-Leste is relatively recent, diverse and has been in expansion since independence and particularly after the National Education Strategic Plan (NESP) and the National Strategic Plan (NSP) set specific goals to be achieved by 2015 and 2030. As it can be seen from table 3.1, many different models exist, each with their own teacher-student ratio, curriculum, minimum standards for school infrastructure, learning materials, teachers training and volunteer teacher/facilitator minimum qualifications, etc. There are a number of different institutions engaged in preschool where the State, the Church and NGOs are the main providers and work in a collaborative (but usually informal) way.

Public Preschools: These are PSs directly managed by the government and considered 100% public. Teacher salaries are fully paid by the national government and buildings are owned and (usually poorly) maintained by the State. For all major investments such as painting or new facilities the PS authorities have to apply through the District office for special funds that are not always approved. For this reason, some public PS Directors look for alternative financial sources or parents in kind contributions for these purposes. In addition, each PS

Box 1. School Subsidies for Meals and Learning material

The Ministry of Education distributes financial resources among PS to provide food and learning material. These resources are calculated according to the number of children in each PS as follows:

School feeding program: each PS receives on a monthly basis US\$ 0,25 per child per school day which is used to buy what is needed to prepare school meals. Usually the meals are prepared by parents.

School Grants: each PS receives on a quarterly basis US\$ 1 per child. PS authorities decide how to use these funds according to the PS needs. This is usually used to buy learning material such as books, toys, mats, etc.

Public and private (catholic and non catholic) PSs are eligible for these funds. However, PSs do not always get all the resources they deserve and often come with significant delays. Private PS get resources from parents via school fees but also from other institutions (NGOs and Church). Public PSs also need to look for alternative funding and although it is forbidden some PS charge informally school fees.

Source: Own elaboration based on PS interviews in Dili, Manatuto and Ermera.

is entitled to receive subsidies for meals (School feeding program) and for learning materials (School grants) (see box 1). Almost all teachers are in the government payroll under two different types of contracts. Permanent teachers and contracted teachers who work under a 6 months renewable contract. Some public schools also have volunteer teachers who are financed with school fees and donor contributions. As it will be explained below an important number of these PS had started as privately run by an NGO for a certain number of years and then handed over to the Government.

Private Catholic Preschools: More than 90% of Timor-Leste population is Catholic, which is reflected in the relevance that the Church has at all levels of education. There are a number of PSs that are attached to catholic primary schools which are managed and assisted by the Church. These PSs are not 100% private. Church organizations that support the PSs maintain the buildings and also, but not always, give resources to pay teachers or teacher assistants which complement school fees. But in addition to that, some of them receive public support. A number of teachers are in the government pay roll and they also receive (equally to the public PS), school grants and school meals. This makes the public – private division loose and unclear where the precise public contribution remains unknown.

Private non catholic Preschools: In TL there are various international non-religious NGOs cooperating in different aspect of development including education. Among the NGOs working in PS education are ChildFund, Plan International and World Vision International, Care. These NGOs work closely with local partners in specific districts and communities and are making an important contribution to both center and home based PS facilities. For the last ten years organizations have built and equipped PS centers and recruited, trained and paid teachers' salaries for a limited number of years. After this initial period of time, NGOs hand over the PS to government who starts paying teachers' salaries, maintaining the buildings and giving school grants and school meals. Our understanding is that these PS are only considered in the official statistics (Education Management Information System –EMIS and/or National Directorate of Preschool Education -NDPE) after Government takes over. However, many of them are still considered as private non catholic PS.

Reference Preschools: TL has signed a bilateral cooperation program with Portugal to build one reference school in each district. The language of instruction is Portuguese and both governments work together to achieve the best educational practices in teaching the National Curriculum of Timor-Leste. Since 2011 these schools have been allocated Portuguese teachers to teach pre-school and the 1st and 2nd cycles of basic education as well as offer in-service training of Timorese teachers. The age group target is 4 to 5 years old and they are entirely funded by the Government of Portugal. These PS do not report officially to EMIS and NDPE and therefore are not considered in the official statistics.

Table 3.1. Main features by type of preschool

	Officially recognized				Non recognized officially	
	Public	Private (Catholic)	Private (non Catholic)	Reference Preschools	Center based PRP	Home based PRP
Age group	3 to 5 years old	3 to 5 years old	3 to 5 years old	4 to 5 years old	0 to 5 years old	0 to 5 years old

Language of instruction	Tetun	Tetun	Tetun	Portuguese	Tetun and other local languages	Tetun and other local languages
School Grants	Yes	Yes	Yes	No	No	No
School Feeding program	Yes	Yes	Yes	No	No	No
Property of the building	State	Church	NGOs or State	Portuguese	State	
Teachers qualification	High school	High school and professional primary education	High school	High school	Professional teachers	Short pre service training
Teacher's salaries paid by government	Yes	Yes	Yes	No	No	No
Other teacher's salaries	No	In some PS	In some PS	Yes	Yes	Yes
Teachers' contract	Permanent and contracted	Permanent and contracted	Permanent and contracted	?	Contracted (privately)	Contracted (privately)
School fees	No (But some parents contribution might be requested)	Not always	Not always	No	No?	No?
Statistics data sources	EMIS			Projeto Centros de Aprendizagem Formação Escolar (CAFE)	UNICEF PRP Mapping exercise (2015)	

Source: Own elaboration based on interviews

Other preschool related programs (PRP): There is an important number of PRP which are both center and home based (UNICEF, 2015) throughout the country which is not considered formally as PS. These programs are supported by different organizations (mainly INGOs) and do not receive any public support. Some of these center-based facilities are in the transition period to be handed over to the government and therefore the type of service does not differ from those provided by the other modalities. As soon as they are transferred, the government starts providing financial support and they become visible in the educational statistics system.

PS recent trends and base line scenario

The PS diversity in Timor-Leste has data implications. In recent years, EMIS preschool-specific data in Timor-Leste began being collected; however it does not include all alternative preschools. While some alternative preschools' data has been included into EMIS as the MoE absorbed some alternative preschools into their system, there is currently no official list of all the existing alternative preschools in-country nor data associated with these preschools (i.e. number of students, facilitators, etc.) (UNICEF, 2015). In addition to that, the NDPE also gathers their own data, which differs from EMIS figures, but covers some (but not all) of the PRP which are not receiving any public support. Finally, there is a third source which is a list of preschools that are initiated by NGOs. This list has been developed by UNICEF and is "work in progress" since on the one hand new preschool centers are being initiated every year which are added to the list, while on the other hand a number of these centers are handed over the Government

annually. So this dynamic list indicates the number of preschool centers (including the number of children) that are in the “pipeline”

Due to the lack of an official figure that accounts for all type of PS in the country, in this report an effort to combine different data sources is made in order to have a base line scenario that reflects the starting point for this Implementation Plan.

Recent expansion

The system expansion over the last decade can only be given at national level. Data from different reports and sources show that in 2014 the number of preschools, teachers and children were five times higher than what it was the registered in 2002. This is the result of the Government, NGOs and Church efforts as explained in Chapter X. Although progress disaggregated by district is not available, the evidence seems to support the idea that all districts have improved their situation over time but the process has been uneven where some districts performed better than others. That, said, since independence restoration, Timor-Leste has been able to set up more than 200 new preschools, recruit hundreds of new teachers (but not all qualified) and thousands of children into preschool which is promising for country’s future plan.

Table 3.2. Number of schools, teachers and children in preschool private, public, catholic and reference (years 2002, 2009 and 2013).

	2002	2009	2014
Pre Schools	57 (49 Pr)	141 (115 Pr)	291 (128 Pr)
Teachers	128	310	733
Children (3 to 5)	2.904	7.994	17.410

Source: own elaboration based on NESP (2002 and 2009) and EMIS (2015) and CAFE (2015)

Base line scenario (year 2014)

Combining all the mentioned data sources, the number of preschools, teachers and children by type of school and district are presented. Then PS enrolment rates for the whole preschool age group and the adjusted enrolment rate for the 5 years old which will be the starting point for modeling system expansion over time.

Preschools

In 2014, there were almost 300 officially recognized preschools in the country and 64 center based PRP. As it will be showed later on, the average size of the preschools varies among districts according to the population density. As an example, Dili has a similar number of preschools than Aileu and Bobonario but a much larger number of children and teachers. The country’s objective to have one reference preschool per district has not been achieved yet. There are 11 reference preschool and Viqueque and Ainaro are the districts that still do not have reference preschool. Finally, the Center based PRP with

children from 3 to 5 years old are concentrated in only five districts (Aileu, Baucau, Bobonaro, Lautem, Liquica).¹⁵

Table 3.3. Number of preschools by type and district

	Type of preschool					Total
	Public	Private	Catholic	Reference	Center Based PRPs (1)	
Aileu	5	14	0	1	26	46
Ainaro	9	0	5	0	0	14
Baucau	1	3	5	1	16	26
Bobonaro	27	0	9	1	10	47
Covalima	4	13	3	1	0	21
Dili	14	20	13	1	0	48
Ermera	7	2	1	1	0	11
Lautem	9	4	0	1	9	23
Liquica	14	11	4	1	3	33
Manatuto	2	6	1	1	0	10
Manufahi	23	0	6	1	0	30
Oecusse	12	1	1	1	0	15
Viqueque	25	2	4	0	0	31
Timor-Leste	152	76	52	11	64	355

Notes: (1) PRP excludes home based and mobile based programs

Sources: Public, private and catholic preschools from EMIS (2015), Reference Schools from MoE (2015) and PRP from Mapping exercise (2015)

Teachers

There are more than 700 teachers in the officially recognized preschools in the country (excluding Center Based PRP). Two third of those teachers are volunteer who are unqualified or have received little in service training (mainly by NGOs) to undertake their tasks. These teachers are working in different type of preschools and districts. At then moment the MoE is working hard to get these volunteer teachers qualified and on the government payroll. This happens at a rapid pace. However, in this report we need to work with the data and information collected in January 2015. Excluding this category, the larger number of teachers are working in public preschools. As will be explained in the next Chapter, teachers' qualification is a key part of the present costed implementation plan which will include a component to train the existing unqualified teachers who were central for the system expansion but need their lack of skills need to be resolved.

Table 3.4. Number of teachers by type of preschool and district

	Type of preschool						Total
	Public	Private	Catholic	Volunteer Teachers (1)	Reference	Center Based PRPs (2)	
Aileu	5	7		34	1	55	94
Ainaro	10		2	25	0	0	38

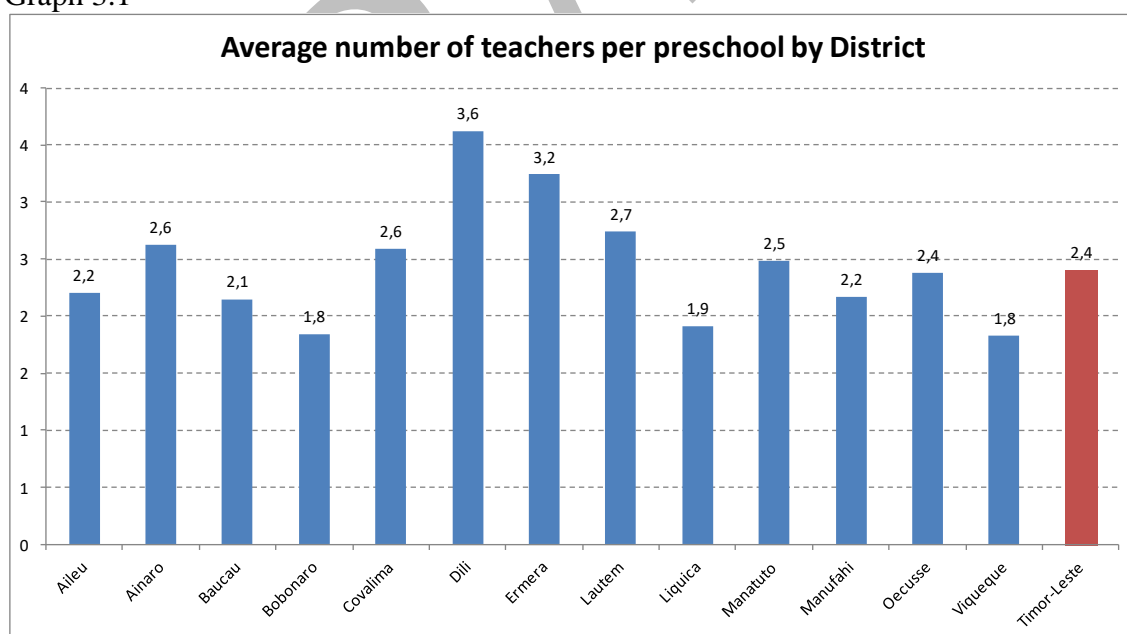
¹⁵ This does not mean that PRP are not present in other districts. In fact there are PRP in the remaining districts but they are either Center Based that only have children under 3 years old or programs who do attend the preschool age group but are home or mobile based programs.

Baucau	2		3	16	2	33	51
Bobonaro	12		2	64	1	8	54
Covalima	11	6		35	2	0	56
Dili	37	26	27	83	1	0	289
Ermera	14	1	2	18	1	0	55
Lautem	10	4		23	2	24	71
Liquica	6	1	4	51	1	0	36
Manatuto	8			16	1	0	27
Manufahi	7		5	51	2	0	40
Oecusse	10			25	1	0	33
Viqueque	2			55	0	0	6
Timor-Leste	134	45	45	494	15	120	853

Notes: (1) 494 volunteer teachers are distributed among districts assuming same distribution as the number of preschools in Public, Private and Catholic preschools (2) PRP excludes home based and mobile based programs.
Sources: Public, private and catholic preschools from EMIS (2015), Reference Schools from MoE (2015) and PRP from Mapping exercise (2015)

Considering the average number of teachers per preschool as a proxy of number of classrooms and size, it can be said that the average size at national level is 2,4 teachers per preschool (GRapsh 3.1). The most populated districts of Dili and Ermera have the biggest average size of preschool but Baucau and specially Bobonaro, both among the most populated districts; have smaller size of preschools than average 2.1 and 1.8 teachers per preschool).

Graph 3.1



Source: own elaboration based on Public, private and catholic preschools from EMIS (2015), Reference Schools from MoE (2015) and PRP from Mapping exercise (2015)

Enrolment in preschool

Total enrolment in Timorese preschool system is above 19.000 children. Only 10% of the children are enrolled in PRP which are not officially recognized. While the majority of the enrolment is in the public sector (45%) the Portuguese reference preschool explain only 6% of total enrolment. The remaining are almost equally distributed among private (21%) and catholic preschools (18%).

Table 3.5. Number of Children in preschool all ages

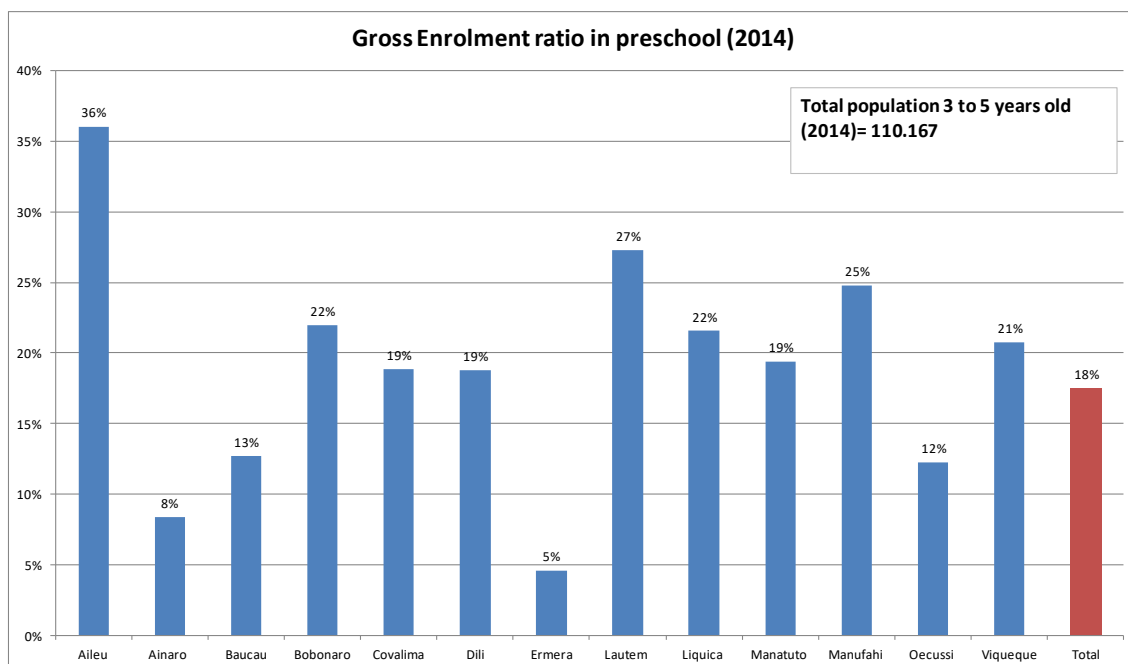
	Type of Preschool					Total
	Public (1)	Private (1)	Catholic (1)	Reference Preschools (2)	Center Based PRPs (3)	
Aileu	222	630		114	665	1.631
Ainaro	320		249	0	0	569
Baucau	84	185	446	104	522	1.341
Bobonaro	1.404		322	100	240	2.066
Covalima	231	530	127	112	0	1.000
Dili	1.675	1.064	1.689	120	0	4.548
Ermera	353	82	31	113	0	579
Lautem	840	366		116	332	1.654
Liquica	494	577	152	98	122	1.443
Manatuto	175	444	106	102	0	827
Manufahi	929		190	115	0	1.234
Oecusse	720	41	61	110	0	932
Viqueque	1.178	111	178	0	0	1.467
Timor-Leste	8.625	4.030	3.551	1.204	1.881	19.291
as % of total	45%	21%	18%	6%	10%	100%

Notes: (1) Group A and Group B ALL ages; (2) 4 and 5 years old; (3) PRP excludes home based and mobile based programs. Children are 3 to 5 years old,

Sources: Own elaboration based on Public, private and catholic preschools from EMIS (2015), Reference Schools from MoE (2015) and PRP from Mapping exercise (2015)

In relative terms, after counting all modalities of preschool, the GER at national level is 18% with considerable variations among Districts (graph 3.2). Ermera, Ainaro and Oecusse show the lowest coverage. On the contrary, Aileu, Lautem and Manufahi hold the highest GER. As described in the previous chapter, the dimension of the challenge to universalize preschool education by 2020 combined with current resources scarcity (not only financial but also human resources) was the basis for the recommendation to go step by step and prioritize the five year olds, followed by the 4 year olds and then the 3 year olds.

Graph 3.2. GER in preschool 2014



Source: Own elaboration based on Public, private and catholic preschools from EMIS (2015), Reference Schools from MoE (2015) and PRP from Mapping exercise (2015) and CENSUS (2010)

Five years old group in education (preschool and primary)

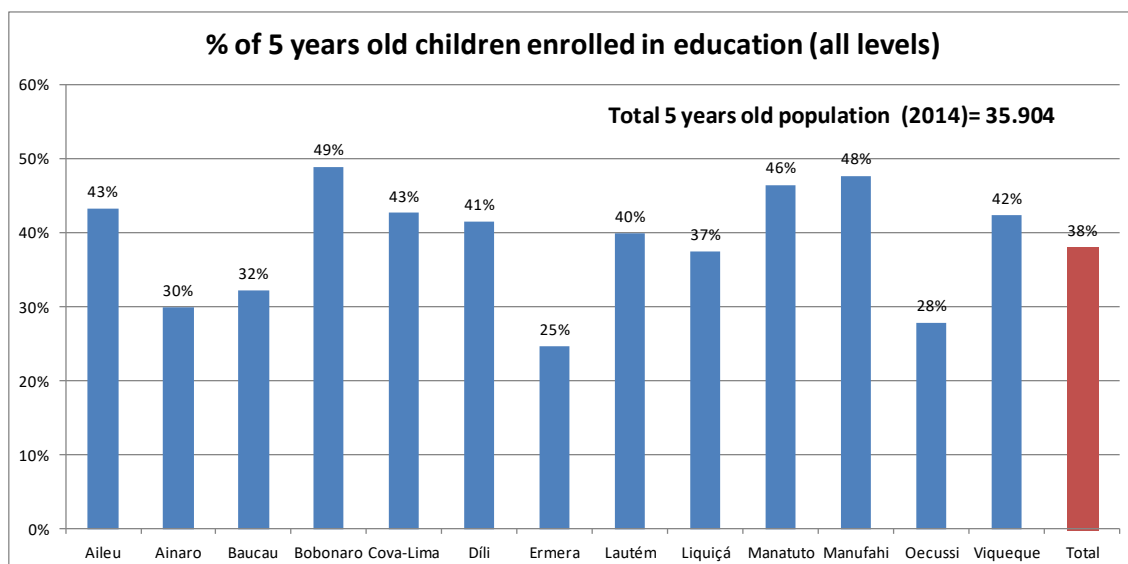
Considering that the intermediate target is 100% of five years old children in education as way to the 100% of the 3 to 5 years old in preschool by 2030, in this section the number of children who are 5 years old in preschool and primary education is estimated. For this purpose the analysis focuses on:

- The number of 5 years old children in preschool
- The number of 5 years old children in primary education

In addition, the age calculation in EMIS system seems to overestimate the number of 5 years old children in primary education and underestimates the number of children who are 5 years old in preschool. For this reason, the figures presented in table 3.5 below have been adjusted in order to capture the precise number of 5 years old in each education level.¹⁶ As a result, the base line enrolment ratio for the 5 years old children in Timor Leste is 38% and it has to be increased to 100% by 2020. The situation at District level is variable. On the one hand there are District where the coverage is close to 50% (Bobonaro, Manufahi and Manatuto) and on the other hand, in Ermera Oecusse and Ainaro is 30% or below. Thus, in relative terms, each district has a different challenge ahead.

Graph 3.3. 5 years old children enrolment ratio (preschool and primary education).

¹⁶ Explanation to be inserted



Source: Own elaboration public, private and catholic preschools from EMIS (2015), Reference Schools from MoE (2015) and PRP from Mapping exercise (2015) and CENSUS (2010).

In short, table 3.6 presents the enrolment level from which the system will be expanded.

Table 3.6. Number of children all ages and 5 years old in preschool education, number of 5 years old children in primary education and 5 years old age specific enrolment rates (2014)

	Preschool all ages						5ers in preschool						5 ers in Primary Education			5ers in preschool and primary	5ers (ALL LEVELS)/ 5 years old population
	Publi c	Privat e	Catholi c	Referenc e	Cente r Based PRPs	Total	Publi c	Privat e	Catholi c	Referenc e	Cente r Based PRPs	Total 5 in preschool	Publi c	Privat e	TOTA L		
Aileu	222	630	0	114	665	1631	68	212	0	57	56	393	210	19	229	622	43%
Ainaro	320	0	249	0	0	569	104	0	76	0	0	180	473	18	490	670	30%
Baucau	84	185	446	104	522	1341	29	52	154	52	0	287	492	350	842	1.128	32%
Bobonaro	1404	0	322	100	240	2066	467	0	114	50	110	741	737	38	775	1.516	49%
Cova-Lima	231	530	127	112	0	1000	73	168	43	56	0	339	362	57	418	757	43%
Díli	1675	1064	1689	120	0	4548	602	371	614	60	0	1646	1.103	399	1.502	3.148	41%
Ermera	353	82	31	113	0	579	109	29	7	57	0	201	797	16	813	1.014	25%
Lautém	840	366	0	116	332	1654	302	105	0	56	30	492	309	12	321	813	40%
Liquiçá	494	577	152	98	122	1443	151	182	52	48	71	504	287	21	308	812	37%
Manatuto	175	444	106	102	0	827	61	148	40	52	0	300	331	22	353	653	46%
Manufahi	929	0	190	115	0	1234	310	0	69	57	0	436	301	40	341	777	48%
Oecussi	720	41	61	110	0	932	235	10	17	56	0	319	339	36	374	693	28%
Viqueque	1178	111	178	0	0	1467	402	38	64	0	0	504	460	39	499	1.002	42%
Total	8625	4030	3551	1.204	1.881	19291	2910	1315	1248	601	267	6341	6.199	1.065	7.263	13.604	38%

Source: Own elaboration public, private and catholic preschools from EMIS (2015), Reference Schools from MoE (2015) and PRP from Mapping exercise (2015) and CENSUS (2010).

Preschool system future expansion needed to achieve the 2020 intermediate goal

In this section the results of the costing model is presented. These figures have been calculated assuming that:¹⁷

- Each district progresses gradually to the 100% target by 2020. Ermera with a base line of 25% has the biggest relative challenge. On the contrary Bobonaro with almost 50% of children in school has the smallest relative challenge.
- All the expansion occurs in the public modality. This also means that it is assumed that private, catholic, PRP and reference school remain teaching the same number of children as they are now.
- The pupil teacher ratio is 25.
- The number of classroom per school are two which means that each preschool has two teachers and 50 children.

Estimated number of additional children

In the table below the number of additional children estimated are all 5 years old enrolled in preschool is presented. These children add to the number of children of the same age that were already enrolled in 2014 (13.604 in tble 3.6). Each column is calculated looking at the number of children enrolled to achieve that year's target minus the 2014 enrolment. As an example, in 2019 Timor-Leste would need to enroll 22.160 additional children to the 13.604 to gradually approach the 2020 goal.

Table 3.7. Estimated number of additional 5 year old children (compared to 2014 enrolment) to gradually achieve the 2020 intermediate target by district.

	2015	2016	2017	2018	2019	2020
Aileu	136	313	511	732	987	1.294
Ainaro	279	571	865	1.158	1.459	1.791
Baucau	409	814	1.217	1.619	2.033	2.497
Bobonaro	265	535	796	1.052	1.308	1.595
Cova-Lima	151	309	467	632	814	1.037
Díli	933	2.022	3.244	4.612	6.132	7.854
Ermera	556	1.144	1.744	2.354	2.988	3.700
Lautém	175	355	527	700	890	1.132
Liquiçá	263	538	821	1.110	1.406	1.726
Manatuto	122	250	378	508	651	818
Manufahi	156	325	499	680	874	1.100
Oecussi	328	665	995	1.312	1.617	1.931
Viqueque	217	428	625	812	1.002	1.224
Total	3.991	8.270	12.689	17.281	22.160	27.697

¹⁷ At this stage, all parameters are open for discussion and can be easily changed.

Source: own elaboration based on base line scenario and costing model

Estimated number of additional teachers

The estimated additional number of teachers needed is based on a pupil teacher ratio of 25. In this case in each year is calculated dividing the number of additional children by 25 in each year. As an example, in 2019 Timor-Leste would need to recruit (and train) 886 additional children to the enroll the 22.160 children estimated to gradually approach the 2020 goal. This figure is not equal to the new teacher needed of that year which is 195 (886 -691).

Table 3.8. Estimated number of additional teachers required (compared to 2014) to gradually achieve the 2020 intermediate target by district.

	2015	2016	2017	2018	2019	2020
Aileu	5	13	20	29	39	52
Ainaro	11	23	35	46	58	72
Baucau	16	33	49	65	81	100
Bobonaro	11	21	32	42	52	64
Cova-Lima	6	12	19	25	33	41
Díli	37	81	130	184	245	314
Ermera	22	46	70	94	120	148
Lautém	7	14	21	28	36	45
Liquiçá	11	22	33	44	56	69
Manatuto	5	10	15	20	26	33
Manufahi	6	13	20	27	35	44
Oecussi	13	27	40	52	65	77
Viqueque	9	17	25	32	40	49
Total	160	331	508	691	886	1.108

Source: own elaboration based on base line scenario and costing model

Estimated number of additional teachers

The estimated number of additional preschools needed is based on 50 children per preschool. In this case in each year is calculated dividing the number of additional children by 50 in each year. As an example, in 2019 Timor-Leste would need to build (and equip) 443 additional preschools whert the 886 teacher will be working to enroll the 22.160 estimated children to gradually approach the 2020 goal. This figure is not equal to the new preschools needed in that year which is 97 (443 - 346).

Table 3.9. Estimated number of additional preschools required (compared to the 2014) to gradually achieve the 2020 intermediate target by district.

	2015	2016	2017	2018	2019	2020
Aileu	3	6	10	15	20	26
Ainaro	6	11	17	23	29	36

Baucau	8	16	24	32	41	50
Bobonaro	5	11	16	21	26	32
Cova-Lima	3	6	9	13	16	21
Díli	19	40	65	92	123	157
Ermera	11	23	35	47	60	74
Lautém	4	7	11	14	18	23
Liquiçá	5	11	16	22	28	35
Manatuto	2	5	8	10	13	16
Manufahi	3	6	10	14	17	22
Oecussi	7	13	20	26	32	39
Viqueque	4	9	13	16	20	24
Total	80	165	254	346	443	554

Source: own elaboration based on base line scenario and costing model

Production function

In the sections above we have estimated the numbers of additional children to be enrolled and the numbers of additional teachers to be appointed. The aim is to estimate the overall costs of this per year. This requires an intermediate step which can be referred to as production function. First we estimate the costs of enrolling one child during one year (the unit cost) in terms of teacher salary, in terms costs of materials, and in terms of school meals. Second, we do a similar exercise for the costs of in-service teacher training. Finally we address the costs of a school building. This is done on the basis of costs that were observed in the country during our mission. After this intermediate step, we apply these costs to the numbers of children and teachers estimated earlier, again starting with costs per child, costs for in-service training, and costs of school buildings. Finally, this is added up to arrive at total additional costs per year, for each year in the period 2015-2020, which is then confronted with the available funding in the coming years.

Recurrent costs (excluding teacher training)

- Teacher salary = US\$ 166 (13 salaries per year)
- Pupil – Teacher Ratio = 25
- School grants (learning material) = US\$ 1 per child per quarter
- School meals = US\$ 0,25 per child per day (180 days)

Unit recurrent costs (per child)	
Learning Materials (School grants)	3,0
Meals (School meals program)	45,0
Teachers' salary	86,3
Total recurrent unit costs	134,3

Teachers training costs

The additional costs of teacher training are difficult to estimate at this point in time. At the moment, there is no pre-service training for preschool teachers. The following chapter, on SFA2, will provide recommendations on how to develop an infrastructure for pre-service training, both at the level of secondary and of higher education. However, it is unlikely that these new courses will deliver significant numbers of new teachers in the period 2015-2020, implying that expenditure will also be limited in this period. Hence, most new preschool teachers will enter the profession unprepared, or not specifically prepared for preschool. Therefore, we assume (i) that each teacher needs at least 10 days of in-service training per year, and (ii) that each new teachers needs 20 days of in-service training in her or his first year of service.

Considering that currently there are a large number of unqualified teachers, the training activities that are fully developed in the next chapter are oriented to both the new and the existing teachers as follows:

- Every teachers gets 10 training days per year
- Every new teacher gets 10 additional training days in its first year of service. (20 training days in total)
- Salary of master trainer = \$400 per month = \$20 per day
- P/T ratio: one master-trainer for 20 preschool teachers
- Salary cost per preschool teacher per day = \$1
- Non-salary costs (rent of venue, travel costs) per preschool teacher per day = \$1
- Total per preschool teacher per day = \$2.

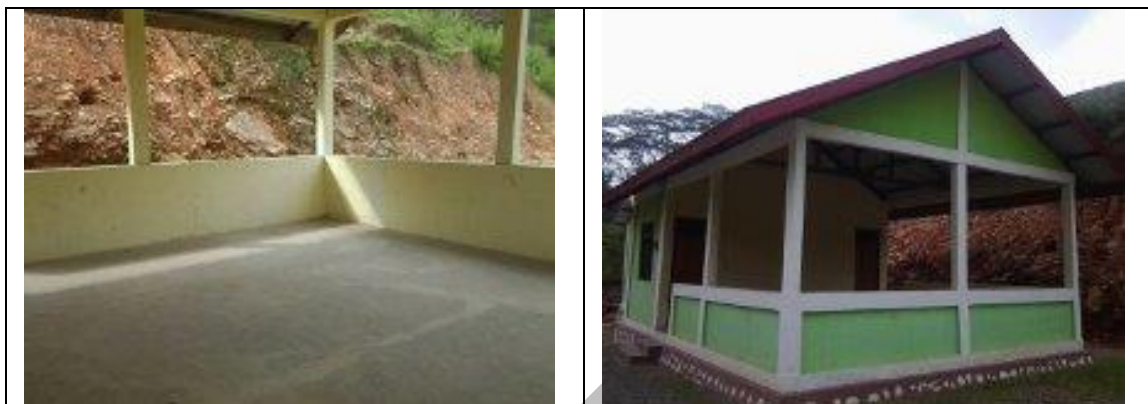
Training recurrent unit costs (per teacher)	
Per existing teacher (10 training days)	20
Per new teacher (20 training days)	40

Building costs

There are at least three alternatives for preschool buildings with different unit costs. Firstly, high standards prototype preschools (UNICEF is currently funding six) which costs over US\$ 100,000. These buildings are desirable but unaffordable considering the scaling up effort needed. Secondly, a simple preschool building with two large and airy classrooms, a kitchen and storage (see pictures below) costs only \$13,000 worth of materials.



Thirdly, another existing platform, in a more literal sense of the word, are the Sedes de Aldeia. Some of these consist of small buildings for local administration connected to a larger covered veranda for community gatherings. These can be very suitable to locate a preschool if storage is secured. The Sede de Aldeia shown on the two pictures below costs US\$ 16.000. With limited additional investment it should be possible to make these buildings extra suitable for preschools.



Of the three alternatives mentioned above, it is recommended to select the middle one (\$13,000) for the cost estimates as it provides good value for money: a preschool building of acceptable quality for an affordable price.

Financial resources estimates

The financial resources estimations included here are on top of what the Timorese government is already spending. On other words, these figure show the additional resources needed to achieve the intermediate 2020 goal.

Recurrent costs (excluding teachers training)

In table 3.10 the annual additional recurrent costs are presented. These figures have been calculated by multiplying the recurrent unit cost estimated above (US\$134) by the number of additional children in each year. As an example in 2019, the US\$ 2.976.582 is the result of doing (US\$ 134,3 * 22.160 additional children estimated for that year)

Table 3.10. Estimated annual additional recurrent costs (compared to the 2014) to gradually achieve the 2020 intermediate target by district.

	2015	2016	2017	2018	2019	2020
Aileu	18.268	42.099	68.571	98.284	132.548	173.832
Ainaro	37.432	76.753	116.247	155.572	195.942	240.590
Baucau	54.992	109.393	163.447	217.457	273.047	335.375
Bobonaro	35.617	71.854	106.852	141.243	175.629	214.240
Cova-Lima	20.257	41.470	62.706	84.880	109.388	139.245
Díli	125.378	271.535	435.765	619.494	823.644	1.054.949

Ermera	74.701	153.714	234.299	316.244	401.324	496.962
Lautém	23.509	47.732	70.744	93.993	119.496	151.983
Liquiçá	35.316	72.293	110.310	149.053	188.865	231.769
Manatuto	16.359	33.586	50.835	68.290	87.456	109.874
Manufahi	20.996	43.628	67.028	91.271	117.462	147.797
Oecussi	44.115	89.303	133.662	176.247	217.145	259.305
Viqueque	29.133	57.449	83.973	109.106	134.636	164.385
Total	536.073	1.110.811	1.704.439	2.321.137	2.976.582	3.720.306

Source: own elaboration based on base line scenario and costing model

Recurrent costs (teachers training)

The teachers training costs for new and existing teachers are presented separately. In a given year all the teachers that were working in the previous year receive 10 days of training. Thus, in 2015 the training costs for existing teachers has been calculated on basis of the base line scenario teachers. All the other years such as 2019, estimate 20 training days for the new teachers incorporated in that year and 10 training days for the accumulated number of teachers in the previous years.

Table 3.11. Estimated annual additional training costs (compared to the 2014) to train the teachers needed to gradually achieve the 2020 intermediate target by district.

	2015			2016			2017			2018			2019			2020		
	N	E	T	N	E	T	N	E	T	N	E	T	N	E	T	N	E	T
Aileu	218	1.889	2.107	284	1.998	2.282	315	2.140	2.455	354	2.298	2.652	408	2.475	2.883	492	2.679	3.171
Ainaro	446	769	1.215	697	992	1.689	883	1.341	2.224	1.036	1.782	2.819	1.163	2.300	3.464	1.287	2.882	4.169
Baucau	655	1.021	1.676	1.085	1.348	2.434	1.445	1.891	3.336	1.774	2.614	4.387	2.082	3.500	5.582	2.416	4.541	6.957
Bobonaro	424	1.078	1.502	638	1.290	1.928	771	1.609	2.380	866	1.994	2.860	921	2.427	3.349	973	2.888	3.861
Cova-Lima	241	1.130	1.371	276	1.250	1.527	245	1.389	1.634	194	1.511	1.706	132	1.609	1.741	80	1.675	1.754
Díli	1.493	5.790	7.283	3.017	6.536	9.553	4.689	8.045	12.734	6.563	10.389	16.952	8.640	13.671	22.311	10.988	17.991	28.978
Ermera	890	1.110	2.000	1.613	1.555	3.168	2.289	2.361	4.651	2.950	3.506	6.456	3.610	4.981	8.591	4.341	6.786	11.127
Lautém	280	1.418	1.698	351	1.558	1.908	341	1.733	2.074	303	1.904	2.206	253	2.055	2.308	232	2.181	2.413
Liquiçá	421	725	1.146	644	936	1.579	813	1.257	2.070	959	1.664	2.622	1.079	2.143	3.222	1.182	2.682	3.864
Manatuto	195	533	728	182	630	813	104	722	826	-3	774	770	-129	772	643	-270	707	437
Manufahi	250	809	1.059	302	934	1.236	297	1.085	1.382	270	1.234	1.504	228	1.369	1.597	182	1.483	1.665
Oecussi	525	661	1.187	846	924	1.770	1.091	1.347	2.438	1.283	1.892	3.175	1.416	2.534	3.949	1.510	3.241	4.751
Viqueque	347	128	475	467	302	768	499	535	1.034	483	784	1.267	433	1.026	1.459	379	1.242	1.622
Total	6.386	17.060	23.446	10.403	20.253	30.656	13.784	25.454	39.238	17.031	32.346	49.377	20.237	40.861	61.098	23.790	50.980	74.770

Note: (N) New teachers; (E) Existing teachers; T (Total = N+E)

Source: own elaboration based on base line scenario and costing model

Building costs

The building costs are calculated on the basis of the cost effective option which is US\$ 13.000. In this way each year the capital cost is equal to the number of new estimated preschools needed to gradually achieve the intermediate goal multiplied by US\$ 13,000.

Table 3.12. Estimated annual additional capital costs (compared to the 2014) to build the preschools needed to gradually achieve the 2020 intermediate target by district.

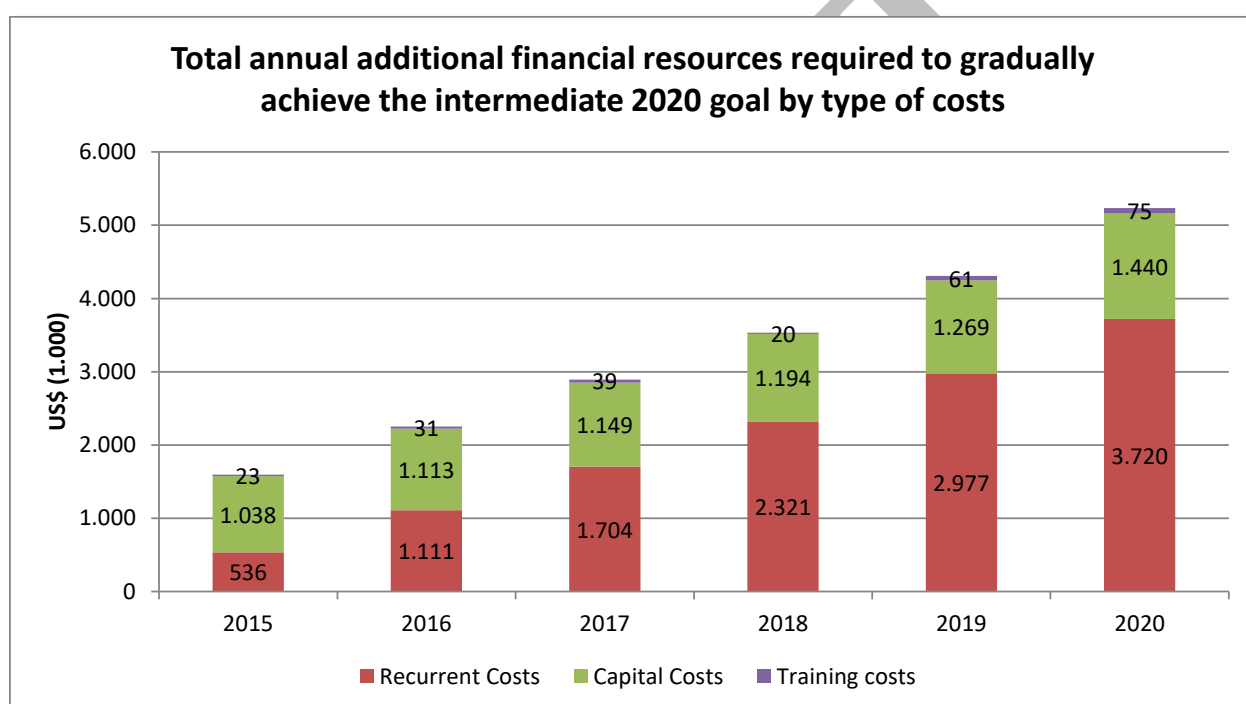
building cost	2015		2016		2017		2018		2019		2020	
	new buildin gs	\$	new buildin gs	\$	new buildin gs	\$	new buildin g	\$	new buildin gs	\$	new buildin gs	\$
Aileu	3	35.360	4	46.129	4	51.242	4	57.515	5	66.323	6	79.914
Ainaro	6	72.455	6	76.114	6	76.447	6	76.120	6	78.145	7	86.422
Baucau	8	106.446	8	105.304	8	104.630	8	104.547	8	107.603	9	120.647
Bobonaro	5	68.943	5	70.142	5	67.745	5	66.572	5	66.559	6	74.740
Cova-Lima	3	39.211	3	41.062	3	41.107	3	42.922	4	47.439	4	57.794
Díli	19	242.692	22	282.913	24	317.896	27	355.640	30	395.169	34	447.731
Ermera	11	144.598	12	152.944	12	155.986	12	158.620	13	164.687	14	185.123
Lautém	4	45.506	4	46.888	3	44.544	3	45.003	4	49.365	5	62.885
Liquiçá	5	68.360	6	71.576	6	73.589	6	74.994	6	77.063	6	83.048
Manatuto	2	31.666	3	33.346	3	33.388	3	33.788	3	37.098	3	43.394

Manuf ahi	3	40.64 2	3	43.80 7	3	45.29 4	4	46.92 8	4	50.69 7	5	58.71 9
Oecuss i	7	85.39 2	7	87.47 0	7	85.86 4	6	82.43 1	6	79.16 6	6	81.60 7
Viqueq ue	4	56.39 2	4	54.81 1	4	51.34 1	4	48.64 9	4	49.41 7	4	57.58 6
Total	80	1.037 .663	86	1.112 .506	88	1.149 .072	92	1.193 .727	98	1.268 .730	111	1.439 .609

Source: own elaboration based on base line scenario and costing model

Total additional costs

In this subsection total costs are estimated. This is done by adding the recurrent, training and capital costs presented in the previous subsection.



Source: own elaboration based on base line scenario and costing model and table 3.13 of this report (last row).

Table 3.13. Total estimated annual additional costs (compared to the 2014) to to gradually achieve the 2020 intermediate target by district.

	2015				2016				2017				2018				2019				2020			
	R	C	T	Total	R	C	T	Total	R	C	T	Total	R	C	T	Total	R	C	T	Total	R	C	T	Total
Aileu	18	35	2	56	42	46	2	91	69	51	2	122	98	58	0	156	133	66	3	202	174	80	3	257
Ainaro	37	72	1	111	77	76	2	155	116	76	2	195	156	76	1	233	196	78	3	278	241	86	4	331
Baucau	55	106	2	163	109	105	2	217	163	105	3	271	217	105	2	324	273	108	6	386	335	121	7	463
Bobonaro	36	69	2	106	72	70	2	144	107	68	2	177	141	67	1	209	176	67	3	246	214	75	4	293
Cova-Lima	20	39	1	61	41	41	2	84	63	41	2	105	85	43	0	128	109	47	2	159	139	58	2	199
Díli	125	243	7	375	272	283	10	564	436	318	13	766	619	356	9	984	824	395	22	1.241	1.055	448	29	1.532
Ermera	75	145	2	221	154	153	3	310	234	156	5	395	316	159	4	478	401	165	9	575	497	185	11	693
Lautém	24	46	2	71	48	47	2	97	71	45	2	117	94	45	0	139	119	49	2	171	152	63	2	217
Liquiçá	35	68	1	105	72	72	2	145	110	74	2	186	149	75	1	225	189	77	3	269	232	83	4	319
Manatuto	16	32	1	49	34	33	1	68	51	33	1	85	68	34	0	102	87	37	1	125	110	43	0	154
Manufahi	21	41	1	63	44	44	1	89	67	45	1	114	91	47	0	138	117	51	2	170	148	59	2	208
Oecussi	44	85	1	131	89	87	2	179	134	86	2	222	176	82	1	260	217	79	4	300	259	82	5	346
Viqueque	29	56	0	86	57	55	1	113	84	51	1	136	109	49	0	158	135	49	1	186	164	58	2	224
Total	536	1.038	23	1.597	1.111	1.113	31	2.254	1.704	1.149	39	2.893	2.321	1.194	20	3.535	2.977	1.269	61	4.306	3.720	1.440	75	5.235

Source: own elaboration based on base line scenario and costing model.

R=Recurrent

C=Capital

T=Training

Financial Analysis

Public expenditures to education

For the last five years, the average of annual spending to education in Timor-Leste was US\$ 166 million. This includes Ministry of Education own budget but also public expenditures to education channeled through other government agencies and international donors contributions to education. As can be seen from Figure 1 there is no clear-cut trend over the last five years in nominal terms. Total spending to education was about US\$ 155 million during the period 2011 to 2013 and then jumped to US\$ 192 million in 2014 and then moved back to budget US\$ 171 million in 2015. The Ministry of Education budget explains roughly 60% of these figures. On top of that, roughly 30% are other national sources allocated to education. This includes the Infrastructure and Human Capital Development Funds, the National University (Universidade Nacional Timor Lorosae) and specific programs to support districts (PD, PDD1, PDD2 and PDID). All four programs pay for the construction and rehabilitation of infrastructure by local companies and the spending is not necessarily be the same in every district since Suco Chiefs and communities help in choosing projects according to their own needs and priorities.¹⁸ In addition to this, since 2014 there is a program under the Office of the Prime Minister and implemented by the National Development Agency (NDA) which invests in infrastructure and furniture equipment at the community level.¹⁹

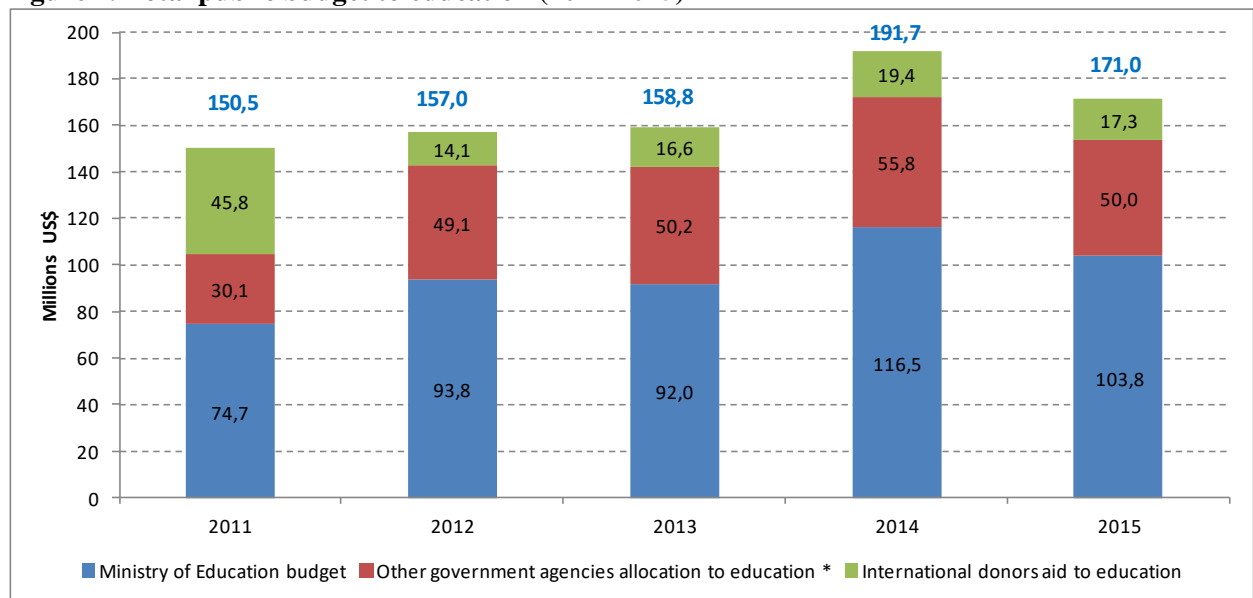
Finally, the third main component of the public education spending which explains about 10% of total education allocation is the international community contribution. Multilateral and bilateral donors contribute with several projects to boost Timor-Leste economic growth and development²⁰. In education the main multilateral donor is UNICEF and within the bilateral the main donors are Australia, New Zealand, Japan and Finland contributing to different levels.

¹⁸ PDL provides small scale grants, PDD1 pays for projects with a value of up to US\$250,000, PDD2 pays for projects with a value of up to US\$500,000 and more recently the PDID pays for projects with a value of up to US\$1 million.

¹⁹ The NDA education package started in 2014 and was defined based on proposals prepared by the Infrastructure Unit of the MoE. In 2015, the education allocation is still pending and the PM decision will be based on proposals from NDA and the MoE. The list will be available shortly and it has been said that it may include an extremely ambitious plan to build 100 pre-schools.

²⁰ This does not include international contributions from non – official donors such as NGOs or charities.

Figure 1. Total public budget to education (2011-2015)

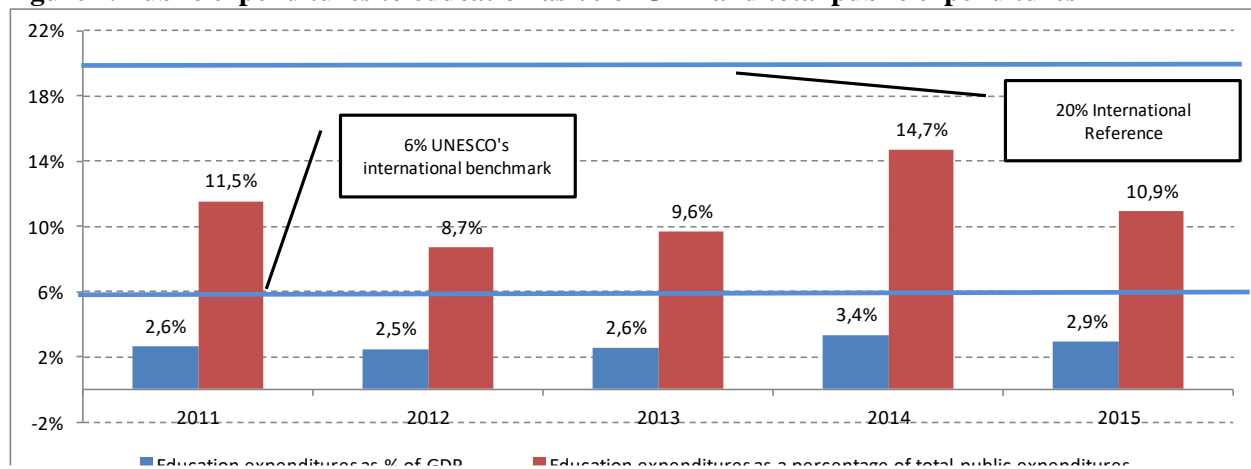


Notes: * Infrastructure Fund, Human Capital Development fund, PPD 1, PPD 2, PPID, NDA and UNTL. International donor data should be taken with caution as it may not be complete or updated.

Source: Own elaboration based on data provided by MoE and collected from different Budget books

Commitment to education. On the one hand the public expenditures to education as percentage of GDP has been on average for the last five years 2.8%. This relatively low percentage is partly due to an important increase of the economic activity driven by the oil sector which explains more than three quarters of GDP and expanded the denominator of the ratio. If the UNESCO 6% international benchmark is considered, the country would only achieve that level doubling the current education expenditures. In addition to that, the education spending as a percentage of total spending is also far below the international reference of 20%. In fact, as UNICEF (2013) shows, Timor Leste has one of the lowest educational spending record in the region and needs to expand total investment in the sector to meet the targets set by the National Education Strategic Plan (pp. 9).

Figure 2. Public expenditures to education as % of GDP and total public expenditures



Source: Own elaboration based on data provided by MoE and collected from different Budget books

Public expenditures to Preschool education

The estimation of public spending to preschool is also challenging. It requires the combination of different data sources which are scattered in various government offices both within and outside the Ministry of Education. From table 1 it can be seen the result of an exercise that puts all those sources together for years 2014 and 2015.²¹ In both years total spending on preschool education is slightly higher than US\$ 6 million. The national government through three different sources explains the biggest part of the total budget. Firstly, the most obvious source is the Ministry of Education budget explicitly devoted to preschool which explains one quarter of total preschool expenditures (Preschool National Directorate). However, MoE's contribution to preschool education is much higher since there are other programs which cover different level of education. Thus, the second government source is also within MOE, and together is 2.5 times higher than PS National Directorate budget. The main programs for which the preschool component was estimated are:

1. **School meals (Merenda Escolar):** The program distributes funds for school meals on a headcount basis (\$ 0.25 per child per school day). The estimation was based on the number of public and private children in preschool as a percentage of total children that receives school meals funds
2. **Escolas de referencia (in cooperation with Portugal):** The "reference school" programme or Centro de Aprendizagem e Formacao Escolar covers preschool and basic education cycle 1 and 2. Its budget is allocated under the directorate of finance budget and executed through operational costs and counterpart funding to the Portuguese embassy. These schools are jointly funded by Timor-Leste and Portugal and the language of instruction is Portuguese. The preschool allocation has been calculated applying the preschool children as percentage of total children.
3. Curriculum and school evaluation (DN CAE) for curricular reform, textbooks, school material. Timor-Leste has recently done a curriculum

²¹ Only the last two years are reported since the data for 2011-2013 are incomplete.

reform at all levels and the allocation for preschool is calculated as a prorata of the number of preschools to the total of basic education (Escola Basica Central e Escola Basica Filial) and preschools, private and public, recorded by DN Preschool and Basic Education in 2014.

4. School training (Infordepe + curricular reform). Calculated as a pro rata of the number of preschool teachers registered by HR to the total number of teachers, with the assumption that all teachers receive the same type of training in INFORDEPE in a year
5. Teachers' salaries outside the preschool budget (voluntary/contracted teachers). Calculated with the number of teachers registered by HR as preschool teachers in 2015, their monthly salary (US\$ 166 regime general grade D) for 13 months/year²².
6. Pre-school inspectors allocated at Districts/municipal level in 2015 School grants. 26 preschool inspectors have been recruited at the end of 2014 and their salaries allocated under the municipal budget in 2015 (monthly salary is US\$ 541)

Finally, the third government source for preschool spending is an allocation established in 2014 under the Prime Minister Office and implemented by the National Development Agency. In 2014 it was spent in preschool furniture and infrastructure. For 2015 there was a proposal under way (before the government reshuffle) which would include construction/rehabilitation of 100 pre-schools within a US\$ 10 million package.

The preschool spending is completed with the international community contribution. Bilateral and multilateral donors are making a big contribution to preschool where the main donors are UNICEF, New Zealand Aid, Japan and Finland.

Table 1. Public spending to preschool education (2014 and 2015)

	2014	2015
Preschool National Directorate budget	1.465.000	1.520.000
Expenditures re-allocable to preschool education	2.571.955	3.873.607
School feeding (Merenda Escolar)	386.605	895.644
Escolas de referencia (in cooperation with Portugal)	1.096.881	1.638.668
Curriculum and school evaluation (DN CAE) for curricular reform, textbooks, school material	25.274	134.738
School training (Infordepe + curricular reform)	261.380	268.557
Teachers' salaries outside the Pre-school budget (voluntary/contracted teachers)	759.616	753.142
Pre-school inspectors allocated at Districts/municipal level in 2015	42.198	182.858
Pakote National Development Agency (1)	105.500	tbc
International donors (2)	1.872.000	846.000
Total public expenditures to preschool education	6.014.455	6.239.607

²² These are not the volunteers teachers paid through school fees or donations who get much lower salaries

Total public expenditures to education	191.710.487	171.097.045
Preschool / education	3,1%	3,6%

Notes: (1) Proposal for 2015 is under way and should include construction/rehabilitation of 100 pre-schools within a US\$ 10 million package

(2) NZ Aid, UNICEF, Finland and Japan funds dedicated specifically to Pre-School

Source: Own elaboration based on data provided by MoE and collected from different Budget books.

If all these components are added the total public expenditure to preschool education goes up to US\$ 6 million and represents slightly more than 3% of total education expenditures (this does not include contributions to preschool from NGOs, church and parents fees).

Projections for the period 2016-2020

Among other things, this costed implementation plan aims to mobilize additional resources for preschool education. In other words, it is expected that the evidence presented here will raise government awareness for education in general and preschool education in particular. For this reason, this subsection presents the results of a projection exercise for the period 2016-2020. Based on a set of assumptions and taking 2015 as the base line year, it has been estimated total education and preschool education expenditures for a five years period. The main assumptions are:

- Annual economic growth rate is 2.5% (conservative assumption)
- Education expenditures as % of GDP would increase from current 2.9% to = 4% which is till 2 perecentual points lower than UNESCO's benchmark (6%).
- Preschool as % of education expenditures would go up from the current 3.6% to 5%. This would mean preschool gets 0.2% of GDP which is one third of what OECD countries spend on preschool²³

Table 2. Public expenditures projections for the period 2016-2020)

²³ According to OECD (2013) total public and private expenditure on early childhood education as a percentage of GDP in OECD countries is on average 0.6%.

	Base Line (2015)	2016	2017	2018	2019	2020
GDP at Current Prices, USD Millions	5.805	5.950	6.099	6.251	6.408	6.568
Education expenditures as % of GDP	2,9%	4,0%	4,0%	4,0%	4,0%	4,0%
Projected education expenditures	171,1	238,0	244,0	250,1	256,3	262,7
Preschool as % of education expenditures	3,6%	5,0%	5,0%	5,0%	5,0%	5,0%
Projected preschool education expenditures	6,2	11,9	12,2	12,5	12,8	13,1
Annual additional resources (compared to 2015)		6,0	6,3	6,6	6,9	5,7

Source: Own elaboration

The projection show that a demanding but feasible scenario would double the financial resources to preschool level in Timor–Leste and would be enough to cover the additional cost estimated to achieve the intermediate goal by 2020. Table 3 below compares the resources required with the potential resources availability. In fact, if the country succeeds in advocating for more budget to education and to preschool it would be possible to not only reach the goal for the 5 years old but also start earlier to incorporate the 4er age group.

Table 3. Financial resources required for the 2020 goal compared to the estimated resources available por preschool education (US\$ millions).

Year	Estimated annual additional costs	Estimated additional financial resources available	Difference
2015	1,6	0,0	-1,6
2016	2,3	5,7	3,4
2017	2,9	6,0	3,1
2018	3,5	6,3	2,7
2019	4,3	6,6	2,3
2020	5,2	6,9	1,7
Period 2015-2020	19,8	31,4	11,5

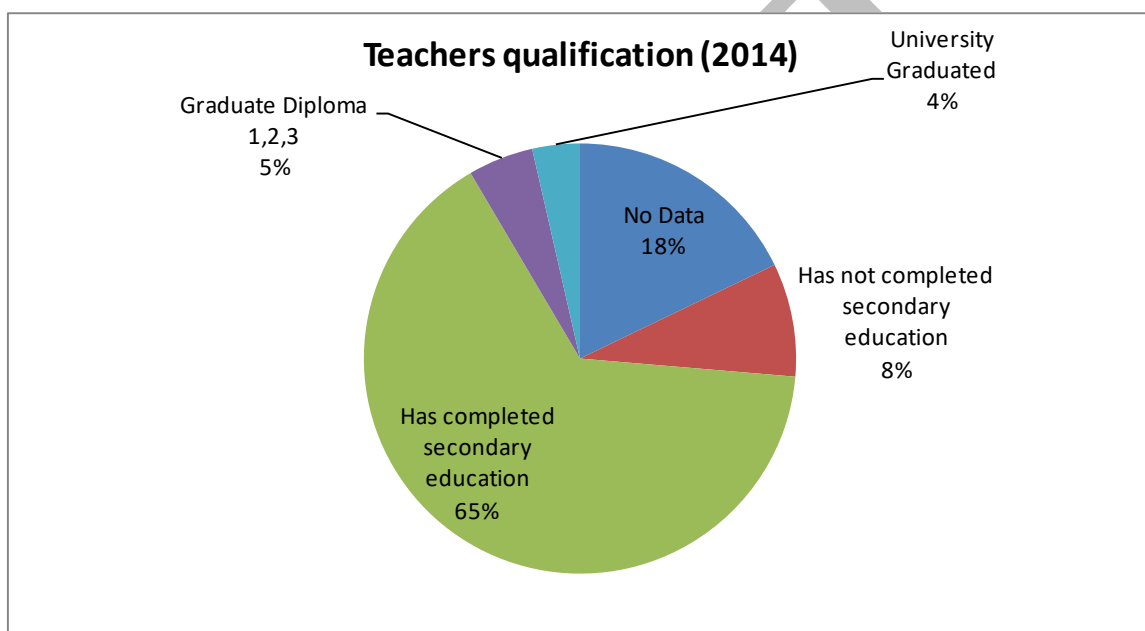
Source: Own elaboration based on table 3.13 of this report and table 2 above

Chapter 5: Strategic Focus Area 2

At this moment, there is no pre-service training for preschool teachers in Timor-Leste. Some senior teachers and directors have benefited from a course that the Universidade Nacional Timor Lorosa'e (UNTL) provided between 2004 and 2009, or from a course that was available in Indonesian times. Nowadays, all young people and adults who are attracted to the role of preschool teachers will have to start unprepared. At best they are

educated to teach in primary school, at worst they are unqualified. They rely partly on mentoring on-the-job, provided by their directors and by the new Preschool Guidance Inspectors (PSGI), and partly on in-service training provided mainly by some highly committed NGOs under the strong guidance of INFORDEPE.

The information on teacher qualification is only available for those 224 teachers who are formally part of the public sector payroll. Thus, the 494 volunteer teachers and the Center based PRP teachers are excluded. From the graph below, it can be seen the majority of the teachers do not have the qualification required. Two third of them are secondary education graduates and 8% have not finished that education level. In contrast, there is a small group of University and Diploma graduates.



Source: Own elaboration based on EMIS (2014)

Currently, the Government is taking bold steps to make sure that all of the unqualified volunteer teachers receive additional training in order to pass an assessment and be integrated in the system by the first of July of 2015.²⁴ But despite these sterling efforts to improve the quality of existing teachers, it remains the case that the absence of pre-service training for preschool is not a tenable situation. No country in the world can do without courses to prepare preschool teachers before entering the preschool classroom. However, the development of pre-service capacity takes time, and even when courses are opened up for students it will take one or more years (depending on the length of the course) before the first students have graduated. Therefore, this chapter comes in three main parts:

²⁴ This is part of a broader effort which includes all education levels and estimates more than 4.000 unqualified teachers.

- Analysis and recommendations for the development of a pre-service training infrastructure, with the caveat that this infrastructure is not likely to deliver large numbers of graduates in the period 2015-2020.
- Analysis and recommendations with regards to in-service training, acknowledging that this will continue to be the main way to enhance the skills of preschool teachers in 2015-2020.
- A quick and temporary measure to make sure that high school graduates have at least some degree of professional training before they enter the preschool classroom as qualified educators.

One advantage for professional development efforts is that the expansion of preschool comes at a time when the expansion of primary education is over its top. With a primary school enrolment of 90% it is still a challenge to include the last 10% of the children, but this will no longer require the recruitment of large numbers of new primary school teachers. Moreover, the regular replacement of retiring primary school teachers will not require lot of capacity either, since Timor-Leste has a relatively young teacher workforce. All this means that the current capacity for pre-service training of primary school may partly be transformed into pre-service training for preschool against no significant additional costs²⁵.

Eventually the preschool sector will go through the same development process as primary education. At this moment, the preschool system of Timor-Leste is in a state of expansion which means that the demand for new teachers is temporarily high. Towards the end of the period of 2020-2030, however, enrolment is intended to approach the level of 100%, meaning that the demand for new teachers will decrease and eventually stabilize at a lower level. Beyond 2030, there will be a need mainly to replace teachers who retire or leave the system for other reasons. If the high fertility rate would persist, this might still cause demand for additional teachers, but on such a long term this is uncertain.

Therefore it is important, on the one hand, to create structural capacity for training for preschool teachers for the longer term, both pre-service (section 1) and in-service (section 2), while on the other hand we need to look for temporary solutions to meet the short term bulge in the demand for preschool teachers (section 3).

Pre-service training for preschool teachers

Many if not most countries have a two-level qualification system for preschool education. Ideally, all preschool teachers have completed an education at tertiary level (university, college, polytechnic, depending on the education system), but this would be costly, both because of the higher costs of the pre-service education itself and because of the higher salary that preschool teachers with a tertiary degree would expect and deserve. Therefore, a qualification at secondary vocational level is often added. On the work-floor in the preschools we often find that the teachers with tertiary education tend to perform roles of

²⁵ The UNTL will need to appoint some lecturers who are specialized in primary education, but the overall number of lecturers on the payroll will broadly remain the same. Lecturers specialized in primary education can be retrained for preschool, while lecturers who leave the UNTL due to retirement or other reasons can gradually be replaced by preschool specialists.

director, mentor or inspector, while the others perform the more operational role of teaching, sometimes starting as a class-assistant or assistant teacher, and ideally with the perspective of moving up the ladder by a combination of in-service training and work-based learning.

During interviews it was found that there is a widely shared view that two institutions in Timor-Leste would qualify for providing preschool teacher training at tertiary level: the UNTL and the Baucau Teachers College. Located in Dili and Baucau, the two institutions would cater for the western and the eastern halves of the country respectively, ensuring that not too many people live too far away from the nearest of the two locations.

The UNTL

The UNTL is a public university where students pay a fee of \$30 per half year. As noted above, the UNTL, in its Faculty of Education, has already provided a pre-service course for preschool in 2005-2009. From this course, a total of about 300 people have graduated at Bacharel level. The course was terminated because of the priority that was given at the time to primary education. Indeed, the current main activity is the provision of a four-year course focusing on primary education, based on the European Credit Transfer and Accumulation System (ECTS). The capacity is such that there is an intake of about 75 students per year, with about 50 students graduating annually. The number of lecturers will increase from eight to twelve in the coming years which should increase the annual outflow from 50 to 75.

Combined with the imminent decrease in the demand for primary school teachers (as indicated above) this increase in the capacity would create the space for reintroducing a course that is specialized in preschool without inflating the annual operational costs. To minimize development costs and to enhance efficiency, this could take the form of a two year specialization, in the second half of the already existing four-year bacharel course for teaching in basic education. If a third of the students would opt of the preschool specialization, this would lead to about 25 new preschool teachers annually.

The Baucau Teachers College

This college was founded in 2001 by the Marist Brothers. It is a private institution, accredited through the Australian Catholic University in Melbourne. As the Faculty of Education of the UNTL, the institute in Baucau provides only pre-service training for primary education. However, some units (modules) at the end of the 2nd and 3rd year focus on preschool and there is a small network of five preschools in the vicinity where students have the possibility to do their practical or internship. In addition there is a course of four units that focuses on preschool, and more in particular on teaching; curriculum; and psychology and human development. This course has been accredited in 2009 and was delivered six times; it has been dormant for some time due to a lack of funding. Noteworthy is also that the Baucau Teachers College developed a course for preschool in 2004 in response to a call for proposals. Although there was never a follow up, this course is still

readily available and might be applied after some updating with regards to the new curriculum.

A private institution, the Baucau Teachers College does not have the means to start or intensify pre- and in-service activities for preschool on its own. It needs and intends to continue to focus on primary school. It is imaginable, however, that the government would subsidize the institute for the sole purpose of providing a pre-service course for preschool. The subsidy would need to allow the institute to limit the fee that it charges its students to the \$30 per half year that students pay at the UNTL. Such an arrangement would require a pre-agreed capacity of, for instance, 25 graduates and accreditation might come from the Australian Catholic University.

With a joint capacity of some 50 graduates per year, the UNTL and the Baucau Teachers College would not be able to meet the average demand of 180 additional preschool teachers per year in the period of 2015-2020. But it would help to create the strongly needed cadre that, after serving a few years as preschool teachers, may assume the roles of preschool director, PSGI, mentor and master-trainer.

Preschool teacher training at secondary level

As noted above, additional pre-service training capacity is needed at the level of secondary education. Timor-Leste has 75 general secondary schools (public and private) and 24 secondary vocational schools. By using this existing network it should be possible to create one delivery point for pre-service training for preschool teachers in every district. The developmental work for such a course has already been done. A few years ago, a Qualification Outline was written for a course of 550 hours (slightly less than the typical number of hours of one year of secondary education) leading to a “Certificate II in Pre-school Education”. This Qualification Outline is included in this report as Annex X since it is not widely available. A comparison of the Qualification Outline and the new preschool curriculum reveals that there are no insurmountable differences between the two. Both are based on the adages of an age-appropriate and child-centered approach, and both strike a balance between play-based learning for the youngest and some degree of academic learning as children approach the moment of transition to primary school.

To distinguish this Certificate II from the proposed Bacharel qualification at tertiary level it might be good (i) to codify that the Certificate qualifies for the position of assistant-teacher, and (ii) to make sure that holders of the Certificate II have good opportunities to achieve the Bacharel after a few years by means for credit accumulation. These credits might be obtained through in-service training from NGOs such as Alola and the Mary McKillop Institute coordinated by the INFORDEPE (this will be elaborated in the following section) but also through learning from practical experience in the preschool and having this experience accredited. The distinction between the Certificate II and the Bacharel might even justify some degree of salary differentiation to stimulate young teachers to continue to invest in their competences. The Qualification Outline prescribes that students obtain practical experience within a network of affiliated preschools. Teachers

and assessors must hold a Certificate III or IV in Training and Assessment or an equivalent background. This will initially require some amount of investment in training, but eventually the preschool teachers with a Bacharel will be good candidates for this role as well.

The proposed course for the Certificate II in Pre-school Education is likely to deliver larger numbers of graduates than the proposed Bacharel. It will also do so on a shorter term since the course only takes 550 hours which can be integrated in the last year of secondary school. If this is implemented within one or two years, it means that even students who are now in the lower and middle grades of secondary school can benefit. It may be an attractive option for young people in a country where youth unemployment is relatively high. This also illustrates the important secondary impact of investing in preschool: every dollar invested in the salary of a preschool teacher will enhance the purchasing power of that teacher and stimulate the local economy.

Apart from the training needed to qualify teachers at the secondary (vocational) schools, there are no substantial additional costs involved in the creation of the course for the Certificate II in Pre-school Education; it concerns merely a new stream or specialization in an existing school system which does not yield additional numbers of students.

Finally, pre-service training at the level of secondary education can be made even more attractive by study abroad. There is a scheme for 16 year old secondary school students to go to Australia and Portugal for half a year for specialization. The host country pays this. This scheme may well be applied to the course for the Certificate II in preschool education.

In-service training for preschool teachers

In the absence of pre-service training for preschool teachers, all preschool-specific professional development will need to come from in-service training. This is likely to remain the case throughout most of the period of 2015-2020, for reasons discussed above.

In-service teacher training in Timor-Leste is coordinated by INFORDEPE. The institute has a data-base that tracks the qualifications and training history of all preschool teachers and signals their training needs. An important training need stems from the introduction of the new curriculum, which requires the updating of all practicing teachers in the country.

INFORDEPE has indicated that it is sometimes difficult to keep the database complete because it is hard to track the new preschools. This may become even more challenging with the acceleration in the expansion process that is envisaged, in particular with regards to the intended creation of alternative preschools such as community-based, center-based and home-based preschools. Therefore it is recommended that INFORDEPE join the discussion about the integration of preschool information systems between EMIS, the National Preschool Department and the Inspectorate (see chapter 4).

The in-service training in the preschools in Timor-Leste is only allowed to take place during the holiday breaks, to avoid interruption of the provision. It may be recommended,

however, to develop an arrangement for the temporary substitution of teachers so that they can also be trained outside the breaks. In this way, the trainers would be available during much larger number of weeks per year. In other words, the total capacity for in-service training in the country would be expanded without having to increase the number of trainers. This might be useful as the need for in-service training increases due to the rapid expansion and the new curriculum.

INFORDEPE mainly plans and coordinates the in-service training. The provision is in the hands of a number of very dedicated NGOs and private institutions of which Baucau Teachers College was already mentioned. Acknowledging and praising the critical role played by all other providers, we zoom in on two of them for an illustrative rather than comprehensive analysis. These two are the Alola Foundation and the Mary McKillop Institute.

Fundasaun Alola

Established in 2001 for the empowerment of women, the Fundasaun Alola started in 2009 with the in-service training both in preschool and primary education. It operates in full accordance with the policies of the Ministry of Education, under the coordination of INFORDEPE and with the support of UNICEF and DFAT.

Alola has 5 to 6 trainers on its payroll, but they also work for primary education. There is capacity to train in the order of 50 preschool teachers in six units covering subjects such as literacy for young children; classroom management; games for gross motor development; activity center; art; and professional standards. Teachers who complete successfully receive a Preschool Teaching Certificate which is recognized by the Ministry of Education. The training venue is the premises of Alola itself, in Dili. Teachers receive travel compensation and usually stay with family. If necessary Alola provides a substitute teacher. A key element in the philosophy of Alola is that the training is followed by mentoring. To this end, mentors from Alola visit preschools and provide intensive on-the-job mentoring during one week per preschool.

It was indicated that a second delivery point in the east of the country would be welcome, but expanding the number of trainers for preschool in-service training is difficult because of the low predictability of funding. A guarantee of three to four years is needed for Alola to consider a structural scaling up of the capacity by hiring extra trainers and mentors. There is a strong impression that Fundasaun Alola would have the organizational capacity to deliver more training and mentoring at its current quality standards if only more external funding were available.

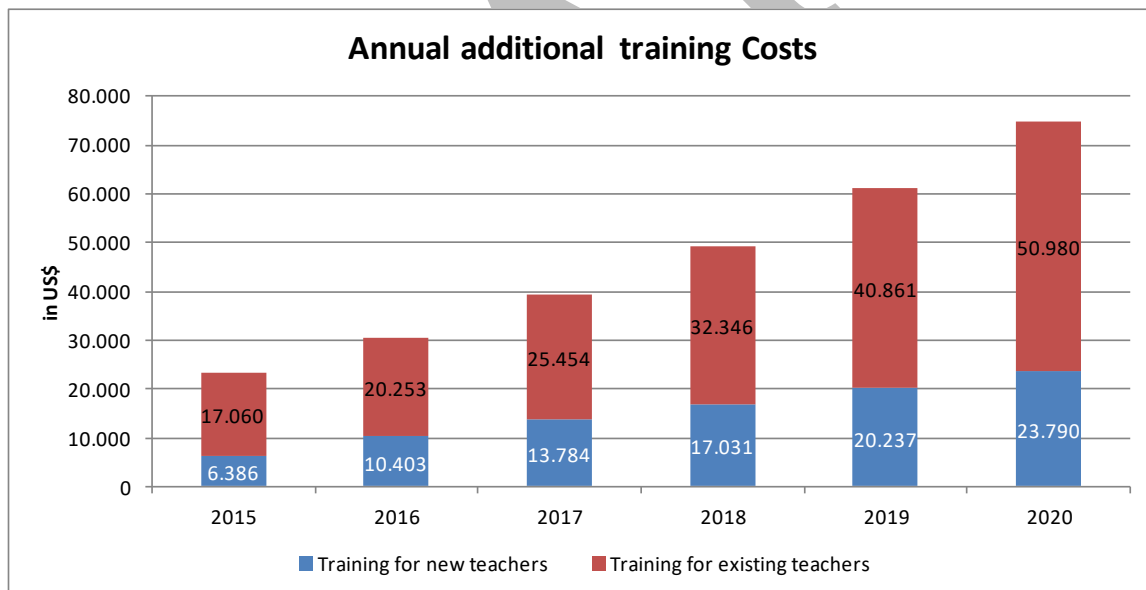
The Mary McKillop Institute (MMI)

An initiative of the Sisters of Saint Joseph, the MMI started its branch in Timor-Leste in 1994, with education and health as its main areas of work. Within education, the Tetun

Literacy Program for both preschool and primary education has been the core activity. More recently this was extended to basic health education through literacy, music and basic numeracy. MMI reached about 100 preschool teachers in 2014 as well as 129 primary school teachers. The institute also has a woodworking project for the production and distribution of wooden school materials and inventory, as part of which 84 volunteer teachers were trained and mentored of whom 81 could be transferred to the government.

As Fundasaun Alolo, the MMI operates in full accordance with the policies of the Ministry of Education and under the coordination of INFORDEPE. And both institutes, and probably also the NGOs not discussed here, have the competencies to scale up their activities if broader funding were available. As in the case of the private Baucau Teachers College it can be recommended to provide activity-bound government subsidies to match the already available funding. These NGOs would remain legally private, and the government subsidy would be used exclusively to increase the number of teachers that can be trained.

As already said, this Action Plan estimates separately training activities for new teachers and existing ones. The graph below repeats (in a different format) the estimations presented in Chapter 4 where the additional training costs goes from more than US\$ 23,000 in 2015 to US\$ 75,000 in 2020.



Source: own elaboration based on base line scenario and costing model

A temporary intensive course

As noted above it will take a few years before the first people graduate from the Certificate II and Bacharel courses in preschool education. This would mean that many new preschool teachers will enter the preschool classrooms unprepared, with just high school. To mitigate this problem, the Fundasaun Alola made the following suggestion:

- Engage with high school students during their last year; inform them about the profession of preschool teacher; and sensitize them.
- For those students who express an interest in becoming a preschool teacher, there would be a crash course of 10 units in the time-span between high school graduation and the start of the new year in preschool.
- This crash-course would have a work-based component, whereby the fresh high school graduates would be introduced to the daily work in a preschool.
- Although this arrangement cannot be regarded sufficient for a Certificate II, it would still be much better than to enter the profession entirely unprepared.

This suggestion was met with enthusiasm by other stakeholders. It was emphasized that participants should have access to a well designed trajectory to obtaining a formal qualification after entry in the work. This might be reflected in the remuneration, e.g. by letting participants start at the minimum salary of \$115, and progress to the regular salary of \$166 upon completion of a pre-defined number of in-service units.

Overview of recommended policy measures

	2015 – 2020	2020 - 2030
Bacharel	For the UNTL there would be no additional costs; just the shifting of capacity from primary to preschool. The Baucau Training Institute would need subsidy for about 30 students in each of the four years of the study (aiming at an outflow of 25). If the course opens up in 2016 with 30 students, there would be a total 120 students by the year 2020.	As in 2015 – 2020
Certificate II in secondary school	To provide this course in all districts, a total of about 15 people need to be trained to teach this subject. The costs of this operation are relatively low compared to the more structural costs in other areas.	No structural costs after implementation since the preschool specialization does not inflate student numbers.
In-service training	Strong continued need for in-service training.	Decreased need for in-service training given increasing number of preschool teachers with Bacharel or Certificate II.

Crash-course after high school		This crash-course should no longer be needed beyond 2020, assuming Bacharel and Certificate II are in place.
--------------------------------	--	--

In the period of 2015-2020 most of the costs will be concentrated in meeting the strong continued need for in-service training. Chapter 4 on SFA 1 estimates these costs on the assumption that each preschool teacher needs 10 days of in-service training per year, and each new teacher needs 20 training days in her or his first year of service.

Chapter 6: Strategic focus area 3

Drafted in 2012, the National Policy for Pre-school Education gave a high priority to the development of a new curriculum. It elaborated eight learning and development goals to guide this process. Now, in 2015, the new curriculum is a fact so that, strictly speaking, SFA 4 does no longer require attention. However, the implementation is in full course. The key implementation instrument is in-service training to update the teachers on the new curriculum so that they know and understand it and are able to work with it. We refer to chapter 5 on SFA 2 for an elaborate analysis of preschool teacher training in Timor-Leste.

Another important aspect of the implementation of the new curriculum is the *alignment* with related activities such as standards-based monitoring and evaluation (SFA 5), inspection, and (licensing and) accreditation. Eventually, the learning and development goals from the policy framework and the new curriculum as such, must be harmonized with how we monitor the preschool system, with the way in which the inspectors make their classroom observations, and with the criteria for (licensing and) accreditation. For this analysis we refer to chapter 8 on SFA 5: standards-based monitoring and evaluation.

Chapter 7: Strategic focus area 4

The National Policy Framework for Pre-school Education calls for strong links between preschools and families as well as communities, not only to ensure that the preschool has a solid and supportive foundation within the local community, but also for quality reasons: involvement of families and other community members can contribute to the relevance and adequacy of the lessons and make sure that local cultures and languages are honored.

This echoes the importance that the National Strategic Development Plan attaches to *social capital*, which is seen as the first of four key areas, the other three being economic development, infrastructure and institutional framework. Strong social networks are what keeps the country together and they are crucial for initiating and operating preschools as well.

Without using the term, National Policy Framework for Preschool Education specifies the concept of social capital for preschool education, seeing it as a key factor to create “an unconditional community of affection and care for children”.

If we confront these ideas and ideals with the reality on the ground, then it must be noted that families and communities already play a crucial role in preschool education in the country. Annex X²⁶ - an account of the site visits made for this report - contains a column describing the contributions from parents to the preschool. It shows how parents regularly make financial and in kind contributions, though mainly to compensate the scarcity and unpredictability of government funding. The annex also testifies to the critical importance of civil society, more in particular national and international NGOs and faith-based organizations. The role of communities is also central in the approach of the many NGOs that initiate community-based preschools (K. Moore, 2015²⁷).

One could argue, however, that the participation of parents and communities mainly evolves around financial and operational issues. Many preschools struggle on a daily basis to stay in business and families and communities help them to survive. This is the background for some of the recommendations in this report that aim at better and more predictable resourcing of preschools.

This is not to say that the more genuine forms of family and community ownership as intended in the National Policy Framework are absent in Timor-Leste. A “community of affection and care” may arise as a spin off from the more financial and operational involvement in a preschool on the part of families and other community members. But we have also observed opposite tendencies; for example, parents get tired of making extra contributions and sometimes they accuse the preschool of mismanagement. This may create distrust and negative energy around the preschool rather than a community of care.

So the challenge is to reduce the *economic* dependence of the preschool on families and communities while at the same time enhancing and cherishing the *social* dependence. In the words of the National Strategic Development Plan: we need to build the social capital around the preschools.

Four policy instruments

Building social capital is not a mechanistic process resulting from the straightforward application of a set of policy instruments. It is a delicate process, highly dependent on the concrete local context and the dedication of those involved. Yet, the following four policy instruments can be recommended.

1. The National Policy Framework suggests one concrete policy instrument, which is the creation of parent- or parent/teacher associations (PTA). An alternative to the PTA would be the Community Management Committee (CMC) which is usually

²⁶ This is the annex containing the matrix with reports from the site visits

²⁷ Katie's report

created to manage community-based preschools²⁸. The main difference between the PTA and the CMC is that the latter functions as a board that oversees the entire functioning of the preschool, and this includes the performance of the teacher who, for this reason, cannot be a member of the CMC. In the PTA the teacher does participate, making the PTA a more “horizontal” body.

The somewhat “vertical” CMC seems to fit better in a situation where the community itself provides most of the resources for the preschool so that the teacher is accountable to the community, whereas the PTA seems the better option when most resources are secured by the government as a public good, so that both teachers and parents have a say, with teachers accountable to the government (via the Inspectorate) rather than the community. One could envisage that when a community-based preschool is “handed over” to the government, the CMC is replaced by a PTA.

2. The second main instrument for building social capital around the preschool is already implied in the former: the sensitization and mobilization of communities by national and international NGOs that initiate preschools. This process precedes the creation of the CMC and PTA, and these bodies can help to retain the social capital generated during the sensitization and mobilization. In the case of Catholic preschools this takes on different forms but in essence it is the same mechanism. The faith is a binding and bonding factor in the community and can continue to keep families involved in the preschool. This is one of the reasons behind the recommendation (in chapter 3) to fully retain the possibility for preschools to assume a Catholic profile, and even widening this prerogative to public preschools but also to other faiths and pedagogical profiles (Montessori, Jena, et cetera).
3. A third instrument for enhancing social capital is to make use of existing platforms for community development. For example, the annual community grant of \$50,000 (supplemented by \$5,000 for management costs) can be used to purchase materials for building a preschool. As describe in Chapter 4, a simple preschool building with two large and airy classrooms, a kitchen and storage costs only \$13,000 worth of materials and some communities have already allocated part of their grants to create that infrastructure. Chapter 3 on SFA1 elaborates this example further.

What keeps communities from using the grant for a preschool is the uncertainty about the payment of the teacher. So it is recommended that the MoE issue a decree that stipulates that any community that is willing to use its community grant for the construction of a preschool building will have its teacher on the government payroll. Obviously, the arrangement that is recommended in chapter 3 with regards to licensing and accreditation would fully apply. An additional condition for having the teacher paid by the government could be that the community donate the land;

²⁸ The exact names of these bodies may vary, but the creation of such a committee is standard procedure in community-based preschools.

this is critically important because of the sometimes prohibitively high costs of the land²⁹.

4. A last but crucial strategy to involve families is parental education. The primary goal is to enhance parenting skills so that children receive a better education in the home-environment. Preferably this concerns not only mothers but also fathers, which tends to reduce domestic violence as an important side-effect. But parental education has an important secondary function in that it raises parents' awareness of the importance of child development in the early years, increasing their willingness to enroll their children. Moreover, parents tend to become more involved in the preschool directly, e.g. by taking turns in acting as class assistants; by assisting in cleaning and maintenance; and by preventing burglary and theft.

A last question for this chapter is: what are the costs of implementing or scaling up these four policy instruments for family and community partnership?

Indication of the costs of policy instruments

The first and second policy instruments mentioned above are the sensitization and mobilization of communities followed by the creation CMCs and PTAs. This is usually supported by the initiating organizations, mainly national and international NGOs and faith-based organizations. Most of these have declared during interviews that there is no reason to expect that they will have to withdraw or scale down in the near future. It seems safe to assume that these activities will be secured from external sources during at least the period of 2015-2020. However, it is possible that the District Education Offices will have to take over this role during the period of 2020-2030, until the expansion of preschool education has been completed. From research in other countries³⁰ it is known that the process of initiating a community-based preschool covers a period of about four years, from the first contacts to the moment that the preschool can operate independently. One professional can have a case load of four preschool initiatives. So roughly, the initiation costs of one preschool are in the order of one annual salary of a professional (about \$400 per month). The further daily functioning of the CMC and PTA does not yield substantial costs as the members are volunteers and the support is provided by the preschool staff as part of their regular job.

The third instrument is about seeking synergy, with examples on how to make use of existing policy instruments to obtain spaces for preschool against low costs or no costs. So almost by definition this yields no extra costs to the government. On the contrary, it is a way of saving substantial amounts of money on preschool construction.

²⁹ MoE's Infrastructure and Facilities Unit

³⁰ For example a study on Uganda by J.R. Behrman and J. van Ravens (2013) Ex-Ante Benefit-Cost Analysis of Individual, Economic and Social Returns from Proposed **Fout! Alleen** **hoofddocument**. Investment Scenarios for Pre-Primary Schooling in Uganda, UNICEF

The fourth instrument, parental education, can be implemented in various ways with different implications for costs. On the one extreme, one could opt for the model that parental education is provided by the already employed staff of the preschool, perhaps with a more prominent role for the director. This has the important advantage that staff can discuss the behavior of the children in their own class directly with the parents, preferably during group sessions, but if necessary in individual talks with the parents either in the preschool or at home. The costs are low in this model. All staff in Timor-Leste are fulltime – the law does not seem to provide for the possibility of part-time teaching jobs – and they are only teaching 2 hours for group A and 2.5 hours for group B. So even if time is allocated to preparation and other non-teaching tasks, there should be time left for a monthly session with parents.

On the other extreme, one could opt for a model in which parental education is provided by specialists, on the grounds that because of the rapid expansion of the preschool system many preschool staff will have little experience in the years to come (see chapter 5 on SFA 2). A rough estimation (see footnote³¹) suggests that this will require, by and large, the appointment of one fulltime professional per district. This would cost in the order of \$100,000 per year for salaries, office costs and transportation.

Chapter 8: Strategic focus area 5

The official title of this SFA would suggest that it concerns a somewhat narrowly defined area of work: to develop a system for Monitoring and Evaluation (M&E) which is based on quality standards with regards to various aspects of preschool education. However, the annotation that the Policy Framework for Preschool Education provides right after this title reveals a strong ambition to build a comprehensive architecture for, on the one hand, regulation, supervision, monitoring and inspection, and on the other hand inclusion, stimulation, decentralization (implying the empowerment of local actors), encouragement, innovation, autonomy and research. In other words, this comprehensive system must combine activities aimed at ensuring and safeguarding quality with activities aimed at raising quality further. Clearly, this would require the inclusion of more actors than just the agency that administers that system for standards-based M&E.

³¹ The rough calculation is as follows. The annual number of newborns is in the order of 35,000 (chapter 4 on SFA 1). Assuming that only the children living under the poverty line (52% in 2011) need the service, we halve this to 17,500. But this service is only needed for each family's firstborn child; parents do not need to repeat the training for subsequent siblings. With a Total Fertility Rate of about 6, this comes down to 3,000 families (which is probably an overestimation since poorer families usually have more children than average). We further assume that a total of 25 sessions must be delivered for each participating family, and that each session is attended by 20 parents (in reality, each family would attend sessions spread over multiple years, including some during pregnancy; however this does not affect the calculation). This results in a total of $3,000 * 25 / 20 = 3750$ sessions delivered per year. Given the transportation challenges in the areas where parental education is most needed, one educator can only deliver 2 sessions per day, i.e. 40 per month and 400 per year. So nationally there would be need for about 10 fulltime educators ($3750 / 400$) which in practice will come down to one educator for each of the 13 districts. This would cost in the order of \$65,000 per year for salaries, and in the order of \$100,000 per year if we add non-salary costs such as office costs and transportation.

This chapter understands this SFA in its broader interpretation. First it addresses the role and function of Early Learning and Development Standards (ELDS). Then it describes recent achievements such as the Learning and Development Goals; the new curriculum; the observation checklist of the Preschool Guidance Inspectors; and the accreditation standards. The chapter ends with recommendations with regards to the best place to locate the standards-based M&E system, and what could be its main functions

The role and function of Early Learning and Development Standards

ELDSs are nationally agreed statements about what children should know and be able to do at various stages in their childhood. There is a more or less standardized process for the development and endorsement of ELDS, including workshops, stakeholder consultation, decision making. The process may take several weeks or months. Countries often engage in such a process before a major reform in the preschool system. For example, ELDS can precede the development of a new curriculum or the introduction of a new type of preschool. The ELDS then form the starting point for multiple elements and instruments of the preschool system, for example:

- The curriculum;
- The standards for licensing and accreditation;
- The criteria used by the Inspectorate to monitor quality;
- The standards-based M&E system to inform policy.

By deriving all these elements and instrument from the single set of ELDS, they are automatically aligned. This mutual alignment is critical for the consistency in the comprehensive architecture for quality assurance and quality improvement.

Recent achievements in Timor-Leste

Timor-Leste has followed a different pathway, but this is not necessarily problematic. Consistent with the dynamic nature of the preschool system and driven by a strong ambition to implement instruments for safeguarding and promoting quality, it issued the following four documents relevant to M&E.

1. Policy statements. The Policy Framework for Preschool Education, under the heading of curriculum development, stipulates eight “Learning and Development Goals”. Although not quite as elaborate as ELDS, these Goals are powerful guiding statements about what preschool education should aim at. The Goals are holistic in that they address a spectrum of child outcomes such as learning to know oneself and one’s potential; learning to know others in the direct social environment (family, school, et cetera); communication, starting with mother tongue and introduction to second language; mathematics, but in an age-appropriate way (aimed at understanding the world and solving problems); values such as respect, acceptance of diversity; cooperation; and admiration of beauty.

Perhaps the most remarkable of the Learning and Development Goals is to “learn that oral and written language are not the only form of communication”, which is a clear rejection of a narrow view of preschool education as a means to enhance just school-readiness. This is an important step compared to earlier policy statements such as the National Strategic Plan for Education 2011-2015 which sees preschool primarily as a way to prepare for basic education (page 8) and the National Strategic Development Plan 2011-2030 which also emphasizes the function of providing a “strong start in (.....) education” (page 18). This step – from school-readiness to holistic child development – is clearly reflected in the more recent documents discussed below.

2. Curriculum. The new preschool curriculum was developed in an interactive process throughout 2014. It chooses unambiguously for learning through play, aimed at holistic development. The uniqueness of each child and mutual respect are central values to the curriculum while Timorese culture is a key binding factor. Nevertheless, the curriculum stipulates that mother tongue is the main language and not (or not necessarily) Tetun.

In its section about results (to be understood as learning outcomes or developmental outcomes), the curriculum mentions literacy and numeracy come first, followed by general development:

- a. Literacy
 - i. Speaking and listening
 - ii. Reading
 - iii. Writing
- b. Mathematics
 - i. Numbers
 - ii. Measurements and characteristics
 - iii. Geometry
- c. General development
 - i. Social emotional: social and identity development
 - ii. Physical development: well-being (health), fine motor skills, gross motor skills

The new curriculum comes with a Learning Results Matrix which covers the same domains that the curriculum. For each of these domains, the Matrix specifies outcomes (in terms of abilities) for the three age groups (3, 4 and 5) and for the three periods of the year. It shows that even the more cognitive sub-domains are elaborated in a child-friendly and age-appropriate manner. E.g. a learning result in the domain of measurement would be the ability to line up a number of objects in order of size. One domain that is missing in the Learning Results Matrix is well-being and health.

The curriculum also contains directives for the annual planning (covering six main themes); classroom organization (with learning corners); and age grouping, which can all be readily applied to the tools of the Inspectorate. Evaluation is primarily formative (to improve the future learning process).

3. Inspection checklist. This is a tool for the observation at classroom level for the Preschool Guidance Inspectors (Observasaun iha sala laran). The list has a strong focus on child-centered teaching and classroom management. This focus on teacher behavior – rather than on the Learning Results – is entirely logical since the Inspector spends only a few hours per month in each given classroom. He or she can only observe a limited number of lessons while the Learning Results are obtained in a range of lessons.

However, it remains the case that there is no objective measure of the extent to which Learning Results are achieved. A good instrument to fill this gap would be a pupil assessment at the end of group B. This would have a triple function:

- a. At individual level it would provide a picture of what the child has achieved, including its strengths and weaknesses. This can be helpful in the transition to primary school in that it informs the Grade 1 teacher about the child.
- b. At preschool level it would inform teachers and director about possibilities to improve the education that they provide.
- c. At national level, the aggregate outcomes of the assessment provide an indication of the general state of preschool education. This could be a basis for identifying (i) training needs for teachers; (ii) opportunities to make improvements in the content and/or pedagogies; (iii) weak preschools or regions where preschool education lags behind; et cetera.

Further below we will return to the way in which such a pupil assessment can be integrated in the architecture for M&E. To conclude this section it should be noted that the observation tool for the inspectors is slightly incomplete with regards to other observable aspects than teacher behavior. E.g. the overall condition of the classroom (cleanliness, space, air, light) and the quality and completeness of inventory, toys and learning materials could be added to the list, which does mention learning corners.

4. Accreditation standards. The latest achievement of the Timorese preschool system is the publication of the standards for accreditation. There are two main parts:
 - a. Institutional accreditation. This concerns the infrastructure and other aspects of the school environment which have an impact on child development, safety and hygiene, but also management, finance and access.
 - b. Scientific and pedagogical accreditation. This is more tightly related to the learning process, addressing the tracking of the progress of children; contacts with parents; language of instruction; materials; student-to-teacher ratio; regularity of attendance; teacher qualifications and experience; sports and extra-curricular activities.

An assessment of the accreditation standards reveals rather weak links with the Learning and Development Goals in the Policy Framework, the Learning Results Matrix of the new

curriculum, and the Inspector's observation list. It is almost as if a preschool can pursue a relatively narrow academic approach and still be accredited. It might be recommendable to use much of the current accreditation standards for the licensing (as proposed in chapter 3) rather than the accreditation. A number of additional standards can then be developed for accreditation, in order to capture the broader vision of child development that emanates from the Policy Framework, the curriculum and the Inspector's observation tool.

The comparison between the Policy Framework, the new curriculum, the Inspector's observation list revealed strong similarities. They are based on one and the same vision of childhood and child development, while only the accreditation standards may need to move further in that direction.

Given this conclusion, it can be recommended not to go through an ELDS process anymore. At best the outcomes of that process would be in line with the Learning and Development Goals in the Policy Framework, the new curriculum, and the Inspector's observation list; in this case ELDS would have no added value. At worst, the ELDS could conflict with some of the above, in which case either the new ELDS would need to be rejected, or the recent consensus with regards to Learning and Development Goals, curriculum and Inspection must be abandoned. So the advice is: do not go back to the drawing board when so much has been achieved. And if ELDS are considered to be indispensable, they are better deducted from the curriculum than created separately.

Finally, the locus for the M&E requires attention. As chapter 4 shows, there is some degree of confusion about the monitoring of the more straightforward aspects of the preschool system, such as number of preschools, teachers and children. The EMIS, the Inspectorate and the National Preschool Department are keeping track of this, while the INFORDEPE has its data-base on teachers. There are talks about integrating these systems into one system to avoid conflicting statistics, and there is consensus that EMIS is best placed to fulfill this central role, providing access to its data-base to all others.

However, when we speak of standards-based M&E, this concerns a broader set of indicators concerning much more aspects of daily life in the preschool than just the numbers of teachers and children. It is the kind of information that the Inspector's collect about the teaching and learning process and the conditions in the preschools. If a pupil assessment would be introduced, this would also be part of that information architecture on teaching and learning.

It is usual that it is the Inspectorate that administers this kind of information, with a direct link of course with the EMIS to make sure all preschools be covered. The functions of the Inspectorate's M&E system would be (ranging from micro-level to macro-level):

- To provide feedback to individual preschools where performance is suboptimal;
- To provide feedback to District Education Offices, both concerning individual preschools and concerning issues of a more general nature within the district;
- To signal more general issues that may warrant action. For example, if teachers across the board are not sufficiently aware of the new curriculum; of how to

- approach children with special needs; of certain pedagogical techniques; et cetera, this may lead to communication with INFORDEPE.
- To inform policy. The Inspectorate, through the M&E system, may even detect issues that call for a change of policy. One might think of a need to invest more in materials, or to alter the system of age-grouping.

In practice, the information from the M&E may not always be readily applicable. Scientific analysis may often be needed. One option is to build this capacity within the Inspectorate, another is to commission such analysis from external organizations, e.g. the UNTL. A strong partner within academia can be an important ally for all those involved in preschool.

Chapter 9: Recommendations

Appendix I – Costed Plan of Action Activities

STRATEGIC FOCUS AREA 1: Expand Availability of Quality Peeschool Education						
Activities/Programs	Time-Bound targets	Indicator/Means of Verification	Lead Agency/Entity	Supporting Agency/Entity	Estimated Capital Costs	Estimated Recurrent costs