

## Multi-Sector Partnership Strategy in Quality Planning of Holistic Integrative Early Childhood Education in Samarinda City

Widyatmike Gede Mulawarman<sup>1</sup>, Siti Halimah<sup>2</sup>, Hasbi Sjamsir<sup>3</sup>, Andi Aslindah<sup>4</sup>,  
Muhammad Ibnu Sa'ad<sup>5</sup>

<sup>12345</sup>Universitas Mulawarman

\* e-mail: [widyatmike@fkip.unmul.ac.id](mailto:widyatmike@fkip.unmul.ac.id)

### Abstract

Early Childhood Education (PAUD) is a fundamental phase in shaping children's character and their social, emotional, and cognitive abilities. To ensure optimal development, PAUD services must be implemented through a Holistic Integrative approach (PAUD HI), covering education, health, nutrition, parenting, and child protection. This study aims to analyze multi-sector partnership strategies in planning quality Holistic Integrative PAUD in Samarinda City. A qualitative case study was conducted in TK Negeri 1 Pembina and TK Islam Silmi Samarinda. Informants included principals, teachers, government representatives, committees, and parents. Data were collected through interviews, observation, and documentation, and analyzed using Miles and Huberman's model. The results show that partnerships exist but remain partial. Public institutions emphasize formal structures, while private institutions focus on community participation. Challenges include weak coordination, limited resources, differing perceptions, and lack of evaluation. Comprehensive partnerships can support inclusive and sustainable PAUD.

**Keywords:** multi-sector partnership; quality planning; Holistic Integrative Early Childhood Education (PAUD HI); education management; Samarinda City;

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## INTRODUCTION

Early Childhood Education (PAUD) is a crucial foundation for shaping children's character, as well as their social, emotional, and cognitive abilities (Apriyansyah et al., 2024; Hasan et al., 2025; Mardiana et al., 2022). Early childhood is often referred to as the golden age because during this period, brain development and a child's potential progress rapidly, requiring appropriate and comprehensive stimulation. Therefore, the implementation of quality PAUD must integrate aspects of education, health, nutrition, parenting, and child protection through the Holistic Integrative Early Childhood Education (PAUD HI) approach (Desrial et al., 2025; Hasan et al., 2025). The Government of Indonesia, through Presidential Regulation No. 60 of 2013 on Holistic Integrative Early Childhood Development, emphasizes the importance of cross-sectoral synergy involving education, health, social affairs, and child protection sectors to provide the best services for children's growth and development (Astarin WOS, 2023; Hasan et al., 2025; Murtoko et al., 2025). However, the implementation of PAUD HI in various regions, including Samarinda City, still faces several challenges. These include weak inter-agency coordination, limited human and

financial resources, and suboptimal partnership mechanisms among stakeholders in the quality planning of PAUD HI services.

Such conditions result in unequal PAUD service quality, both in terms of infrastructure, teaching personnel, and the involvement of parents and the community. In fact, the success of PAUD HI implementation largely depends on multi-sector partnerships involving local governments, technical agencies (education, health, social affairs, regional development planning), PAUD institutions, community organizations, the business sector, and non-governmental organizations (NGOs) (Latief, 2020; Ninthia DS, 2025). Well-planned and sustainable cross-sector collaboration is key to realizing equitable and high-quality PAUD services. As the capital city of East Kalimantan Province, Samarinda has shown commitment to developing PAUD HI through local policies and cross-sector programs. However, the effectiveness of partnerships in PAUD HI quality planning still needs to be strengthened to ensure that each sector contributes according to its respective roles and responsibilities. Therefore, an in-depth study is needed to identify effective multi-sector partnership strategies in the quality planning of Holistic Integrative Early Childhood Education in Samarinda City.

This research is highly relevant for strengthening PAUD governance based on cross-sector collaboration at the regional level. The results are expected to provide theoretical contributions to the development of multi-sector partnership models in early childhood education quality management and offer practical recommendations for local governments and stakeholders to enhance the effectiveness of PAUD HI planning and implementation.

## **METHODS**

This study employed a qualitative approach with a case study design. A qualitative approach was chosen because the research aims to gain an in-depth understanding of the phenomenon of multi-sector partnerships in the real-world context of Holistic Integrative Early Childhood Education (PAUD HI) quality planning. According to Creswell, qualitative research allows the researcher to explore meanings, perceptions, and social interactions that naturally occur in the field.

The case study method was used because this research focuses on two PAUD institutions in Samarinda City, namely TK Negeri 1 Pembina and TK Islam Silmi, as concrete examples of multi-sector partnership implementation in PAUD HI quality planning. These institutions were selected because they have different characteristics: TK Negeri 1 Pembina represents a public PAUD institution that serves as a government development model, while TK Islam Silmi represents a private institution actively building partnership networks with the community and other sectors. The research was conducted at TK Negeri 1 Pembina and TK Islam Silmi, both located in Samarinda City, East Kalimantan Province. These institutions were chosen because they have implemented Holistic Integrative PAUD programs involving various sectors, such as the Department of Education, Department of Health, community health centers (Puskesmas), PKK, and community organizations.

The research subjects were parties directly involved in implementing multi-sector partnerships in PAUD institutions. Informants were selected using purposive sampling, which involves choosing informants based on specific considerations aligned with the research objectives.

The main informants in this study included:

- a. Principals of the PAUD institutions (TK Negeri 1 Pembina and TK Islam Silmi)
- b. Teachers and educational staff involved in the planning and implementation of PAUD HI programs
- c. Representatives from the Samarinda City Department of Education
- d. Representatives from the Department of Health or community health centers (Puskesmas)

- e. Representatives from women's empowerment and child protection agencies in Samarinda City
- f. Representatives from PAUD supervisors in Samarinda City
- g. Representatives from the school committees
- h. Parents involved in partnership activities

Data collection techniques used were observation, interviews, and documentation. The data were then analyzed using the Miles & Huberman technique.

## **FINDING AND DISCUSSIONS**

### **1. Existing Conditions of Cross-Sector Partnerships in Holistic Integrative Early Childhood Education (PAUD HI) Quality Planning in Samarinda City**

The results show that cross-sector partnerships in PAUD HI quality planning in Samarinda City have been running fairly well, although there are differences in characteristics between public and private institutions. At TK Negeri 1 Samarinda, partnerships are more formal, established through mechanisms such as memoranda of understanding (MoUs), cross-sector coordination meetings, routine supervision by the Department of Education, and well-organized documentation. This strategy demonstrates systematic integration of education, health, nutrition, parenting, and child protection services. These conditions align with the PAUD HI principle of simultaneous and continuous cross-sector integration. In addition, local regulations provide a strong legal foundation for PAUD HI implementation, as stated in Samarinda Mayor Regulation No. 41 of 2021, which emphasizes that "the implementation of Holistic Integrative PAUD must be carried out through the integration of education, health, nutrition, parenting, child protection, and child welfare services continuously by involving relevant sectors."

Meanwhile, TK Islam Silmi Samarinda demonstrates a more community- and culture-based partnership pattern. Relationships with partners are built through informal communication, community meetings, and the involvement of religious leaders and parents. This approach reflects high community participation, which is one of the key principles of PAUD HI. However, this strategy faces challenges in documentation and standardized operational procedures. These findings align with researcher, who identified TK Islam Silmi's strength in community involvement but noted the lack of program continuity due to the absence of standardized procedures. Similarly, Liana et al. In Pekanbaru emphasized the importance of integrating structural and cultural approaches for a more consistent and comprehensive PAUD HI implementation(Zhou & Eslami, 2023).

The differences in partnership patterns between public and private institutions in Samarinda show that the effectiveness of cross-sector partnerships depends not only on the level of involvement but also on regulatory support, human resource capacity, and communication patterns. Public institutions tend to be stronger due to formal regulations, official coordination forums, and supervision from related agencies, ensuring greater accountability. On the other hand, private institutions excel in flexibility, emotional closeness, and social trust with the community. This strengthens community participation but may weaken consistency because it is not bound by written rules or uniform operational standards(Hasan et al., 2025; Ivaniarahma & Putri, 2025).

Thus, the existing conditions in Samarinda indicate movement toward PAUD HI implementation, as they involve various cross-sector stakeholders through formal approaches at TK Negeri 1 and cultural approaches at TK Islam Silmi. However, the implementation is still partial and not fully integrated (Heppy et al., n.d.; Safitri et al., 2025). Strengthening is needed in three main aspects: first, partnership continuity, so relationships among partners remain consistent from planning to evaluation; second, a systematic and documented evaluation system to assess how each partner's contribution truly supports service quality; and third, standardized cooperation guidelines for all PAUD institutions, both public and private, to provide a common framework for developing integrative holistic services. Strengthening these aspects will ensure that cross-sector

partnerships in Samarinda function not just as administrative collaboration but as a strategic instrument for comprehensive, measurable, and sustainable PAUD service quality improvement.

## **2. Challenges and Needs in Building Multi-Sector Partnerships**

The study identified several complex challenges in building multi-sector partnerships for PAUD HI quality planning in Samarinda City. The first challenge is suboptimal cross-sector coordination, as each government agency and partner has different focus areas and performance targets, leading to partial program integration. This aligns with stakeholder engagement theory, which emphasizes that the greater the number of parties involved in a program, the higher the likelihood of differing priorities and conflicts of interest, requiring clear coordination mechanisms.

The next challenge is resource limitations, including trained educators, funding, and supporting facilities. These limitations affect not only program scale but also coordination quality and activity monitoring. Additionally, differences in understanding of PAUD HI's urgency, particularly among private institutions, result in some partners not fully appreciating the importance of integrated services. Consequently, while some partners are actively involved, others still view PAUD HI as an additional activity rather than an essential child need. These findings align with the Total Quality Management (TQM) principle, which states that quality improvement can only be achieved through shared commitment, continuous improvement, and the involvement of all stakeholders. When any party is inconsistent or lacks understanding of the partnership's importance, service quality becomes difficult to achieve comprehensively.

From the Input–Process–Output (IPO) perspective, limitations in inputs such as trained personnel, funding, and infrastructure directly affect coordination, communication, and service implementation processes, ultimately reducing the quality of PAUD HI outputs (22). This reinforces Angkur argument that PAUD HI success depends heavily on shared understanding and commitment among stakeholders. Without this, program implementation tends to be inconsistent and difficult to measure (Hasan et al., 2025; Ivaniarahma & Putri, 2025).

Based on these challenges, the study identifies key needs to strengthen multi-sector partnerships in Samarinda. First, capacity building for human resources including teachers, principals, health cadres, and parents is necessary to enable collaborative roles according to each sector. This aligns with the principle of capacity building in educational management theory, where the success of collaborative programs depends on the quality of human resources. Second, clearer regulations and standard operating procedures (SOPs) are required so that cross-sector coordination does not rely solely on school initiative or flexibility, but is based on legal frameworks and uniform procedures, as stated in Presidential Regulation No. 60 of 2013 and Samarinda Mayor Regulation No. 41 of 2021.

Third, more structured communication channels should be developed, including official forums and documented digital platforms, to prevent incidental communication. Fourth, sustained funding support from the government and external partners is crucial, as budget availability is a key determinant of program continuity. Meeting these needs can minimize existing challenges and optimize multi-sector partnerships to support comprehensive and sustainable PAUD HI quality improvement in Samarinda City.

## **3. Effective Multi-Sector Partnership Strategies in PAUD HI Quality Planning**

Based on the research findings, effective multi-sector partnership strategies in PAUD HI quality planning in Samarinda emphasize combining formal, regulation-based approaches with community- and culture-based approaches. At TK Negeri 1 Samarinda, the strategy is more formal, involving MoUs, cross-sector coordination meetings, agency supervision, and systematic documentation. At TK Islam Silmi Samarinda, the dominant strategy is community-based, through informal communication, community meetings, and involvement of local leaders and parents. These patterns indicate that effective strategies rely not only on legality and structure but also on flexibility and strong social participation.

Relating this to the theories discussed in Chapter II, these strategies align with Total Quality Management (TQM) principles, which emphasize shared commitment, stakeholder involvement, and continuous improvement. Cross-sector collaboration involving government, schools, communities, and parents is a practical application of TQM principles in the PAUD HI context. Additionally, the strategies can be explained through the Input–Process–Output (IPO) framework, where inputs such as resources, regulations, and human resource capacity determine the quality of coordination, communication, and program implementation processes, ultimately producing integrated PAUD HI service outputs. These strategies also reflect good governance principles, emphasizing accountability, transparency, participation, and legal certainty (World Bank, 1992; UNDP, 1997). The formal approach at TK Negeri 1 illustrates accountability and legal certainty, while the community-based approach at TK Islam Silmi emphasizes the importance of public participation. Integrating both approaches makes the partnership strategy more comprehensive, institutionally accountable, and contextually responsive to community needs.

Regulatorily, these strategies are reinforced by Samarinda Mayor Regulation No. 41 of 2021, which states that PAUD HI must be implemented through continuous cross-sector integration involving all relevant stakeholders. This regulation provides a critical foundation to ensure that partnership strategies are not incidental but have formal legitimacy and clear direction, allowing for sustainability (Hasan et al., 2025; Iin et al., 2024).

Therefore, effective multi-sector partnership strategies in PAUD HI quality planning in Samarinda include: (1) strengthening regulations and institutional foundations to ensure sustainability; (2) joint planning involving all partners from the outset; (3) using dual communication patterns (formal and informal) to reach diverse partners; (4) enhancing human resource capacity through training and mentoring; and (5) consistent monitoring, evaluation, and documentation systems. These strategies address practical institutional needs while aligning with management, education system, and governance theories, making them a model for measurable and sustainable PAUD HI development.

## CONCLUSION

Overall, multi-sector partnerships in the quality planning of Holistic Integrative Early Childhood Education (PAUD HI) in Samarinda City have shown a constructive direction toward the integration of education, health, nutrition, parenting, and child protection services. However, their sustainability still needs to be strengthened through regulatory synergy, enhanced human resource capacity, and more structured evaluation and communication systems. If these strengthening strategies are applied consistently, cross-sector partnerships will not merely function as administrative collaboration but will transform into a strategic instrument for developing high-quality, inclusive, and sustainable Holistic Integrative PAUD in Samarinda City.

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