

## **Identification Early Childhood Education Management Problems in Indonesia**

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### **ABSTRACT**

The implementation of early childhood education (PAUD) in Indonesia should meet the principles of the administration of education, the principle of providing a role model, and minimum service standards. It is essential to provide the services that can help the physical and spiritual of children's growth and development. Increasing the number of PAUD schools in Indonesia is one effort to address the rising needs of the community for educating children aged 3-6. The increase in the number of schools needs to be balanced with the evaluation of PAUD management to provide education services according to standards. This article contains the identification and analysis of PAUD management problems in Indonesia. Data used in this study include accreditation data published by the accreditation body, educational statistics data published by the Ministry of Education and Culture and the National Statistics Agency, and publication articles about PAUD management in Indonesia. The results of identification and analysis show PAUD management problems in Indonesia, including aspects of quantity and quality. The quantity factor is primarily related to the achievement of facilities and infrastructure standards. It means increasing the number of schools should be compliant to provide the facilities for standardization infrastructure and management. The quality aspects of PAUD management for all standards are related to the ability of schools to carry out overall management and administrative functions by following accreditation indicators. Ideally, effective education management improves the quality of education services sustainably and consistently. These results will be used to formulate an effective PAUD management system that accommodates the principles of implementation and national education standards.

**KEYWORDS**—early childhood education, standard national, accreditation, management system, service standard

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### **I. INTRODUCTION**

The Indonesian Government realizes the importance of Early Childhood Education (PAUD) to help children to grow and develop so that they are ready to take primary education. The Government provides support for the implementation of PAUD as an effort to carry out the mandate of Law Number 20 of 2003 concerning the National Education System Article

28. One of the support is to provide PAUD programs and assistance that can be accessed by PAUD institutions that already have a permit and Education Unit Principal Number (NPSN). These programs and assistance are provided to improve the quality of PAUD services and management in Indonesia. PAUD management in Indonesia is expected to be able to fulfill the principles of education provision regulated in Law No. 20 of 2003 Article 4.

The implementation of good PAUD meets the principles of providing education, the principle of providing an example, and minimum service standards. The principle of organizing education is applied to organize education as a process of civilizing and empowering efforts that last a lifetime. The other principle is the principle of giving a role model to build the student's willingness and creativity in the learning process. Minimum service standards are achieved by implementing school-based management principles through empowering all components of the community to participate in the organization and control of the quality of education services. The achievement of PAUD in conducting education needs to be evaluated so that the quality of service consistently meets these principles and standards.

The evaluation and monitoring of education management's effectiveness, especially kindergartens (TK) and

RaudhatulAthfal (RA), regularly hold by the National Accreditation Board for Non-Formal Education (BAN-PNF) based on the criteria of eight PAUD national standards. Evaluation and monitoring, which is called as an accreditation process, is performed by both the Government and the community with

respect to regulations, to ensure that PAUD is organized in compliance with the mandate of the law. Siswanto(2014) found that the role of communities in school management is limited to the economic aspect to attract funding and less participate in determining the objectives, content, process, and evaluation of school management. Thus, more optimal efforts are needed to implement an effective PAUD management system to meet national principles and standards. Therefore, this article was written to identify and analyze PAUD management problems in Indonesia, which will be used as the basis for formulating an effective PAUD management system.

## **II. RESEARCH METHOD**

The qualitative descriptive method applied to identify nursery school management problems. The data published by National Accreditation Board (BAN-PNF), educational statistics of Ministry of Education and Culture (Kemdikbud) and the data of National Statistics Agency (BSN) along with articles and governmental policies in year 2013 – 2018 are analyzed comprehensively through meta-analysis to synthesize previous studies related to nursery management problems in Indonesia.

## **III. LITERATURE REVIEW**

### *A. Principles and Standards for the Implementation of PAUD in Indonesia*

PAUD, as an educational service, needs to be organized and managed correctly to help children grow and develop. PAUD in Indonesia is held before the level of primary education, either through formal, non-formal, or informal education. The definition of early childhood education in Indonesia has been clearly stated in article 1 of Law No. 20 of 2003 as follows.

Early Childhood Education is a coaching effort aimed at children from birth to the age of 6 (six) years which is carried out through the provision of educational design to

help physical and spiritual growth and development so that children have readiness to enter further education.

This is relevant to the results of studies by many educational experts who say "Early age (0-5 years) is a very certain age, in shaping the character and personality of a child

... this period is called a critical period of development or a golden age (golden age)... Fifty percent of a person's cognitive abilities are formed at the age of 0-4 years" (Siswanto, 2014). The implementation of PAUD in Indonesia must meet the principles of the administration of education in Indonesia as stipulated in Law No. 20 of 2003 Article 4, national education standards, and minimum standards.

The principles of providing education conclude the six aspects. The first aspect is democratic, fair, and not discriminatory, the second aspect is systemic, that is open and multi-meaning. The other four aspects are interrelated and support the achievement of the two previous aspects, namely the organizing aspect which encourages a lifelong learning process that exemplifies, builds will, and develops creativity through a culture of reading, writing, and counting by involving the community in organizing and controlling the quality of education services. These six aspects will be applied by PAUD in order to become the right providers of education services.

PAUD is a provider of a service or organization that needs to perform management functions properly to meet customer satisfaction. Sallis (2005) explains the need for educational institutions to identify the diversity of consumers in order to focus on developing mechanisms to respond to the needs of different consumers. Further explained by Sallis (2005) that students are the primary consumers are consumers who directly receive services, so they need to get the most attention. Parents and the government are secondary consumers who have a direct interest in the education of a particular person or institution. The next group of educational consumers is tertiary consumers who have things that are less direct but important in education, such as the government and society. Internal consumer groups of educational institutions are educators and educators who are very instrumental in the success of the organization. All groups of education consumers have different needs and levels of satisfaction, so we need a quality assurance system related to the effectiveness of the management of educational institutions (Sallis, 2005). It has become the basis in many industrialized countries to establish regulations regarding the quality standards of childcare institutions (Fenech, 2012). Related to this, the Indonesian government has provided solutions to meet the needs and satisfaction of education consumers by setting national education standards.

The government sets national education standards that guarantee the management and organization of education in Indonesia to achieve its objectives comprehensively. National education standards are used as a reference for curriculum development, education personnel, facilities and

infrastructure, management, and financing. There are eight (8) standards that must be met by educational institutions in Indonesia, including PAUD. PAUD National Standards (SN PAUD) are stipulated in Minister of Education and Culture Regulation No. 137 of 2014, which contains criteria about the management and implementation of PAUD in Indonesia. The standard criteria referred to in Permendikbud No. 137 of 2014 are as follows: 1) Standards for Achievement of Early Childhood Development Levels hereinafter referred to as

STPPA, 2) Content Standards, 3) Process Standards, 4) Assessment Standards, 5) Educators and Education Workforce Standards, 6) Facilities and Infrastructure Standards, 7) Management Standards, and 8) Financing Standards. PAUD standards serve as a reference for planning, implementation, supervision, and follow-up as well as quality assurance of quality PAUD.

In addition to the principles of implementation and national standards, minimum service standards are used as a reference in PAUD management. Article 51 of Law No. 20/2003 also states that "Management of early childhood education units is carried out based on minimum service standards with the principle of school / madrasah based management". It was implemented by updating the regulations on the minimum service standards (SPM) for education. Government Regulation Number 2 of 2018 Concerning Minimum Service Standards concerning district/city education, SPM is intended for all citizens aged five to six years. It means that every city/regency must have education services for early childhood. The SPM contains provisions on the types and quality of minimum essential services that include public services to meet the basic needs of every citizen. SPM is determined and implemented based on the principles of authority conformity, availability, affordability, sustainability, measurement, and target accuracy (PP No 2, 2018). The standard is one of the PAUD implementation benchmarks, which ensures the implementation of the educational principles.

One aspect of providing education is to encourage lifelong learning. For this reason, quality PAUD is expected to be able to carry out educational stimulants for children's physical and spiritual growth according to the level of children's developmental achievement. The educational stimulation supports the development of behaviors, awareness, and skills from an early age. The Government has stipulated Presidential Regulation Number 60 the Year 2013 concerning Holistic- Integrative Early Childhood Development, which guarantees the fulfillment of the right to early childhood growth and development. Systematic, comprehensive, integrated, and sustainable. This effort is made to realize Indonesian children who are healthy, smart, cheerful, and having good morals. The essential needs of early childhood are health and nutrition, educational stimuli, moral-emotional development, and child care. These services fulfill the needs by integrating into harmony with regional conditions. Holistic-integrative development involves the active role of parents, families, communities, and the Government so that it can protect children from violence, neglect, mistreatment, and exploitation wherever children are.

### *B. Evaluation of PAUD Services*

The government realizes the potential of PAUD to improve the lives of children by setting TPPA standards that contain criteria about the abilities achieved by children in all aspects of development and growth. It is related to the amount and type of care and education experienced by children, including the quality of the experience that determines the quality of PAUD (Magnuson & Shager, 2010). The quality of PAUD, as said by Magnuson and Shager (2010), can be measured from structural and process aspects. Early et al. (2018) explain the quality features of PAUD as follows. Structural quality refers to distal factors in early childhood settings such as staff: child ratio, group size, teacher education and training, and staff wages and benefits. These factors are often considered as necessary supports to promote process quality but are not sufficient on their own to optimize children's learning. Process quality, on the other hand, refers to the proximal interactions among children, adults, and the environment that is thought to directly impact children's growth (Early, Sideris, Neitzel, LaForett, & Nehler, 2018).

The structural aspects of the PAUD program are easy to measure and regulate and affect children's development indirectly by shaping everyday experiences in the classroom. Examples of measurements of structural aspects are the ratio of children to teachers or the level of teacher education. The second aspect of PAUD quality measurement is a process designed to directly evaluate children's daily experiences and interactions through observing children's activities in class and assessing the dimensions of their experience. This aspect is measured using instruments that describe the process experienced by children to reach a certain level of growth and development. The instrument is used to evaluate the achievement of the principles and standards of PAUD implementation.

Evaluation of education, including in PAUD, needs to be done as a form of accountability to the community. The evaluation includes the activities of controlling, guaranteeing, and determining the quality of PAUD to various components of education. To carry out this evaluation, PAUD periodically conducts a feasibility assessment

test for a program called accreditation. It is crucial for controlling the quality of education as a form of accountability of education providers to interested parties. Therefore accreditation is carried out based on open criteria.

BAN-PNF accredits PAUD based on the contents of the accreditation instrument based on SN PAUD. The accreditation instrument was used to obtain data relating to the eight PAUD SNs, which describe PAUD conditions objectively over a 5-year operational period. Each standard has one or more variables that are developed into indicators as a basis for making statements on accreditation instruments. The PAUD accreditation instrument in 2014 consisted of 60 items. Each question or statement item has a different status according to its role in meeting the quality standards of the unit, along with the relevant PAUD program. Each of these items must be accompanied by supporting documents that have been determined in the accreditation instrument. These supporting documents represent the processes and results that have been carried out and achieved by PAUD during a certain period. Accreditation results describe the management conditions of an educational institution based on the accuracy, up-to-date, validity, and suitability of documents and documentation. These documents and documentation cannot be prepared in a short time. However, they are available throughout PAUD as evidence of the planning, implementation, and supervision of activities in PAUD units.

It relates to the management standards set by the government to achieve efficiency and effectiveness in the implementation of PAUD.

The results of accreditation can be used to identify and analyze problems in the administration of PAUD. Furthermore, these results are used to formulate solutions with due regard to proper planning, careful implementation, and systematic monitoring (Muyasaroh, 2016). Efforts to formulate a useful PAUD management development model also consider all aspects starting from planning, implementation to the monitoring and evaluation stages. Thus the purpose of the evaluation is to ensure the continued implementation of the principles and standards of implementation.

#### IV. RESULTS AND DISCUSSION

##### A. Distribution of PAUD in Indonesia

Data on the distribution of PAUD formal schools in Indonesia can be found on the website <https://reference.data.kemdikbud.go.id>. This website is used for reference data management as a reference for synchronizing and integrating Education and Culture Data in the Ministry of Education. The following chart shows the distribution of schools at PAUD (TK and RA) levels in 34 provinces in Indonesia until November 2019.

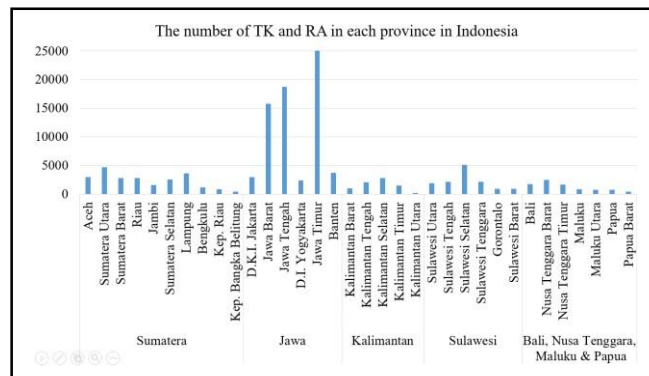


Fig. 1. Distribution of TK and RA schools in 34 provinces in Indonesia (BPS, November 2019)

The graph in Figure 1 shows in quantity, the number of schools at PAUD level in Indonesia experiences a gap between the availability of PAUD in Java and other islands. As a comparison, data from the Education and Culture Data and Statistics Center (PDSPK) in 2018 shows the ratio of the number of TK students and the availability of the number of schools in each province which are presented in graphical form as follows.

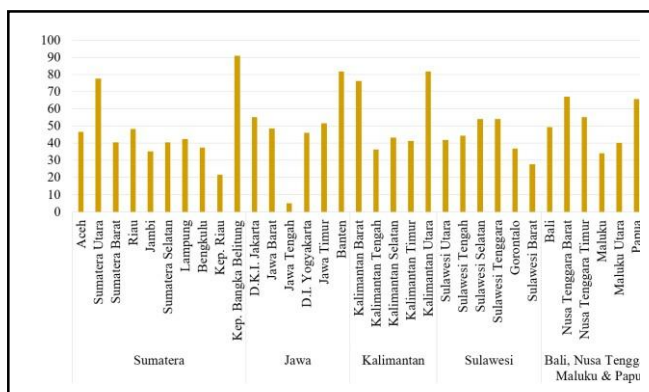


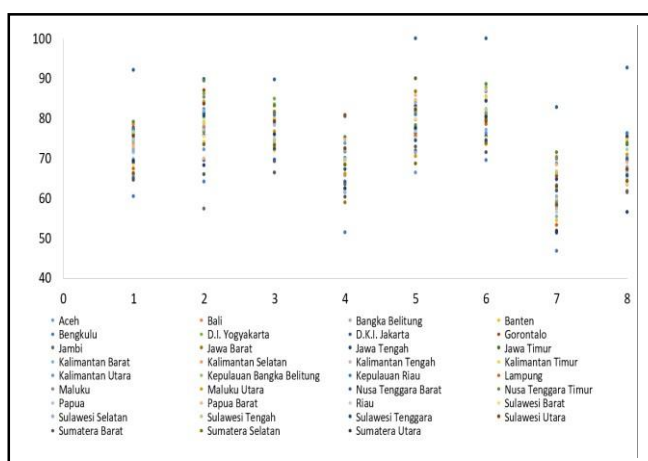
Fig. 2. Ratio of kindergarten students and availability of schools in each province in 2018 (PDSPK, 2018)

The graph shows Central Java Province having the smallest ratio of 4.99, which means there are around 5 students in each school. The small ratio shows the availability of kindergarten education services in the province is high. Even though East Java has the highest number of kindergartens among other provinces, the ratio of the number of students to schools is 51, 58, meaning that there are yet not enough schools to serve students in this province. PAUD Statistics data reported in (PDSPK, 2018) shows the growth in the

number of TK in Indonesia from 2016 to 2018 years increased by around 3% each year. Nevertheless, nationally, data in 2018 showed that 3,971,836 students attended 92,697 kindergartens in Indonesia so that a ratio of 42.85 was obtained. This ratio shows in quantity, Indonesia still needs to provide more schools at the PAUD level so that the educational needs of early childhood are fulfilled.

**B. Achieving the quality of PAUD implementation based on the results of accreditation**

The availability of technology has been utilized by BAN- PNF to inform the achievements of accreditation that have been carried out through the website so that the public can openly review it. The research data is processed to produce an average for each PAUD accreditation value standard in Indonesia until 2017 nationally, showing that there are still 92% PAUD in Indonesia that has not been optimal in meeting the eight national standards. In other words, there are 19,761 schools out of 21,518 registered schools that need efforts to improve the quality of education services. The distribution of achievements of accreditation results for each national standard in each province in 2017 is shown in the following graph. Each point on the graph shows the percentage of standard achievements in a province.



achievements from 2017 is mapped based on the PAUD SN summarized as follows.

TABLE1. THE AVERAGE ACHIEVEMENT OF PAUDACCREDITATION IN INDONESIA BASED ON SN PAUD(2017)

National Standard	Max Score	Average Score	Average %	Criteria
Level of Achievement of Child Development	44	31.52	71.63%	B
Content	148	113.59	76.75%	B
Process	120	93.42	77.85%	B
Educational Assessment	44	29.15	66.26%	C
Educators and Education Personnel	56	45.11	80.55%	B
Facilities and Infrastructure	100	79.28	79.28%	B
Management	220	131.93	59.97%	C
Financing	52	35.46	68.19%	C
<b>TOTAL</b>	784	559.46	71.36%	B

The data in the table shows the three standards that have the lowest achievements with sufficient criteria (C) are the management, education assessment, and financing standards.

1) Achievement Level of Early Childhood Development (TPPA), 2) Contents, 3) Process, 4) Assessment, 5) Educators and Education Personnel, 6) Facilities and Infrastructure, 7) Management, and 8) Funding

Fig. 3. Distribution of achievements of accreditation results for each national standard from each province in 2017 (processed from <http://jendela.data.kemdikbud.go.id/banpnf/>)

The graph shows the gap in the performance of each standard between provinces in Indonesia. All standards generally indicated differences in performance ranges between 15%-25%. The standard which has the most extensive range is the content standard and education assessment by 25%. Achievement of standard processes, educators and education personnel, facilities and infrastructure, and management has a range of about 20%. While the smallest difference in the range of the standard TPPA and financing around 15%. This significant difference shows that the quality of education services for early childhood in Indonesia is not evenly distributed.

The results of the accreditation describe the conditions of PAUD management based on documents and documentation over five years. The average percentage of accreditation

Although, in general, it seems that PAUD accreditation achievement in Indonesia has good criteria (B), which is around 71%, this achievement is a minimum value of the criteria. An outstanding criterion is that if the percentage of the minimum accreditation score is 86%. Therefore, it is necessary to identify the cause of the low achievement and formulate alternative stages of the solution that can be implemented.

*C. Mapping PAUD management problems based on scientific publication articles*

The problem of PAUD management is one aspect of research studies in the field of education. The results of the study were published in early childhood education journals in Indonesia. These scientific articles become comparison data that can confirm the statistical data that have been obtained. The following is a summary of the results of the mapping of management problems found in the publication of scientific articles on the achievements of SN PAUD. This study found no articles that showed problems in standards 1 and 2.

TABLE II. MAPPING OF PAUD MANAGEMENT PROBLEMS WITHSN PAUD

References	PAUD Management Problems	SN PAUD					
		3	4	5	6	7	8
(Noor, 2019)	the qualifications and competencies of educators and teaching staff are not up to standard			√			
(Lina, Suryana, & Nurhafizah, 2019)	Holistic-integrative services on security aspects are not optimal					√	

References	PAUD Management Problems	SN PAUD					
		3	4	5	6	7	8
(Fithri & Anggraini, 2018)	Limited facilities and infrastructure; administrative knowledge, and school operational costs				√	√	√
(Fitria & Nurfadilah, 2018)	Coordination and dissemination of curriculum goals between schools and parents through parenting activities has not been optimal	√				√	
(Redy et al., 2018)	The lack of understanding of school management regarding the implementation of holistic-integrative PAUD and the analysis of the context of service needs, carrying capacity of HI ECD facilities, and infrastructure has not been optimally carried out.		√		√	√	
(Andriani, 2018)	1) the discipline, performance, competence and qualifications of PAUD teachers are low; 2) coaching and training for PAUD teachers are not continuous; 3) the work environment is less conducive and adequate ; 4) teacher salaries are low; 5) leadership style is not ideal			√	√	√	√
(Herlinda, 2017)	Coordination between the school and the school committee has not been well planned and scheduled					√	
(Tahir, 2017)	1) the ratio of the ratio of the number of early childhoods to the number of schools is lame; 2) the ratio of teacher needs is high; 3) the distribution of RA teacher qualifications is low			√	√		
(Fatimah & Rohmah, 2016)	1) the discipline of students entering school is not good ; 2) limited financial support from parents; 3) the school building is not yet adequate	√			√		√
(Muyasaroh, 2016)	Management of educational activities and resources (human				√	√	√

References	PAUD Management Problems	SN PAUD					
		3	4	5	6	7	8
	and cost) is not optimal						
(Siswanto, 2014)	low management aspects and limitations of teachers and facilities			√	√	√	
(Anhusadar, 2013)	The problem of assessment for all aspects of child development is not yet comprehensive		√				
<b>Total</b>		2	2	4	7	8	4

Achievement Level of Early Childhood Development (TPPA), 2) Contents, 3) Process, 4) Assessment, 5) Educators and Education Personnel, 6) Facilities and Infrastructure, 7) Management,

The mapping results in the table show research findings that are relevant to the results of PAUD accreditation achievements in Indonesia. The findings show six standards that have recurring problems and need better treatment. The six standards cover process standards, assessments, educators and education personnel, facilities and infrastructure, management, and financing. The problem of achieving an ideal PAUD management is the most common in various institutions.

#### *Analysis of PAUD management problems in Indonesia*

Growth in the number of schools at the PAUD level in Indonesia shows an increase every year. This increase in quantity is in line with the increasing number of early childhood children who must be reached by PAUD. Various community groups respond to this need by opening education services in the form of child care, kindergarten/RA to the village level. However, this growth in number has not been offset by the provision of adequate educational facilities. It needs to be considered in the formulation of PAUD management where planning, management, and supervision of the availability and quality of facilities and infrastructure for early childhood must meet national standards. The provision of PAUD facilities and infrastructure is a requirement to support the implementation and management of early childhood education in a holistic and integrative manner that utilizes local potential. Thus efforts to increase the quantity of PAUD schools need to consider the following indicators: educational and learning facilities, conditions and status of land and building ownership, and installation infrastructure. It is important to ensure the comfort of children and teachers in interacting during the learning process.

Evaluation of management standards, according to SN PAUD, is related to criteria regarding planning, implementation, and supervision of educational activities. This criterion is assessed based on five variables: planning, organizing, implementing, monitoring, and evaluating. The five variables are measured using 17 indicators to assess the availability and contents of the following documents: vision, mission and goals as well as an explanation of their socialization, annual and five-year workplans, organizational structure, partnership network, implementation guidelines, administration, management information systems, scheduling, reporting, elements of assessment, documentation, and awards. Providing and filling out these documents requires PAUD managers who have adequate management and administrative knowledge and skills. The research findings

summarized in the table show the low achievement of management standards on accreditation results due to the following factors: 1) the qualifications and competencies of teaching staff are not up to standard, 2) limited administrative and management knowledge, 3) lack of school management understanding of good PAUD implementation, 3) leadership style is not yet ideal, 4) partnership networks (school committees, security services, parents, community) are not optimal, and 5) management of activities and educational resources is not good.

Nationally, standards related to human resources have been categorized well, but the data show that these results do not represent conditions in all provinces where the range of achievement gap is still quite large. The results showed the problem of the qualifications and competence of teaching and education personnel is still a major problem in most PAUD schools. The availability of teachers who have the competence of professional teachers and education staff who have management and administrative knowledge and skills is still limited. Limited training and training are also the cause of the low achievement of standards related to human resources.

Although the published research found no obstacle to the TPPA standards and contents, the results of accreditation indicate the achievement of these standards is at a minimum threshold of good criteria. These two standards are interrelated, where TPPA includes criteria about the abilities achieved by children in all aspects of development and growth. In contrast, the content standards relate to criteria about the scope of material and competence toward the level of development attainment that is appropriate to the age level of the child. The improvement of the quality of both standards is related to the ability of schools to manage academic activities and educational resources (human, facilities, and costs) to match the level of achievement of child development.

## **V. CONCLUSION**

This research shows the problems of PAUD management in Indonesia, including aspects of quantity and quality. The quantity aspect is mainly related to the achievement of facilities and infrastructure standards, where the increase in the number of schools is in line with the availability of facilities according to national standards. It means that the addition of schools needs to be balanced with efforts to provide suitable facilities and have strong legality. The quality aspect of PAUD management for all standards are related to the ability of schools to carry out overall management



and administrative functions by following accreditation indicators. Factors that need to be considered to perform these functions are related to: 1) the qualifications and competencies of educators, 2) the knowledge and skills of administration and management, 3) the understanding of school administrators about the implementation of good PAUD, 3) the leadership style ideal, 4) partnership networks (school committees, security services, parents, community), and 5) good management of activities and educational resources. The results of this identification and analysis will then be used to formulate an effective development model of PAUD management according to national education standards.

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