

Analysis Policy Implementation Early Childhood Education Holistic Integrative

Analisis Kebijakan Implementasi PAUD Holistik Integratif

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Abstract: This study aims to analyze the policy implementation of Holistic Integrative Early Childhood Education in Banjarmasin City. This study employed a qualitative approach with a descriptive-analytical design. Data were collected through observation, interviews, and documentation. Data analysis was carried out through three main activities namely data condensation, data display and conclusion drawing or verification. The study was conducted at PAUD Negeri Pembina East Banjarmasin and PAUD Negeri Pembina North Banjarmasin. The study results show that the implementation of Holistic Integrative Early Childhood Education policy has a sufficiently strong regulatory foundation, but its field implementation still faces various challenges, including suboptimal cross-sector coordination, infrastructure and facilities that do not meet standards, limitations in trained human resources, and lack of shared vision among implementing institutions. Furthermore, the role of local government is highly influential in ensuring program sustainability through budget support and institutional capacity strengthening. This research recommends the need to strengthen coordination mechanisms between agencies, improve training for human resources (principals and teachers), develop systematic program planning and monitoring, and conduct regular evaluation to implement the policy sustainably.

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Abstrak: Penelitian ini bertujuan untuk menganalisis kebijakan implementasi Pendidikan Anak Usia Dini Holistik Integratif di Kota Banjarmasin. Penelitian ini menggunakan pendekatan kualitatif dengan desain deskriptif-analitis. Data dikumpulkan melalui observasi, wawancara, dan studi dokumentasi. Analisis data dilakukan melalui tiga aktivitas utama yaitu kondensasi data, penyajian data, serta penarikan dan verifikasi kesimpulan. Studi ini dilaksanakan di PAUD Negeri Pembina Banjarmasin Timur dan PAUD Negeri Pembina Banjarmasin Utara. Hasil penelitian menunjukkan bahwa Implementasi kebijakan PAUD Holistik Integratif telah memiliki landasan regulasi yang cukup kuat, namun dalam implementasinya di lapangan masih menghadapi berbagai tantangan, seperti koordinasi lintas sektor yang belum optimal, keterbatasan sumber daya manusia yang terlatih, serta kurangnya pemahaman satu visi antar lembaga pelaksana. Selain itu, peran pemerintah daerah sangat berpengaruh dalam memastikan keberlanjutan program melalui dukungan anggaran dan penguatan kapasitas kelembagaan. Penelitian ini merekomendasikan perlunya penguatan mekanisme koordinasi antar instansi, peningkatan pelatihan Sumber Daya Manusia (Guru dan kepala sekoah), Perencanaan program serta monitoring dan evaluasi yang sistematis terhadap pelaksanaan kebijakan secara berkelanjutan.

Kata kunci: kebijakan; pendidikan anak usia dini; inetgratif holistik.

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INTRODUCTION

Presidential Regulation of the Republic of Indonesia Number 60 of 2013 concerning Holistic Integrative Early Childhood Development defines this approach as developmental efforts for early childhood that are conducted to fulfill children's diverse and interconnected essential needs simultaneously, systematically, and in an integrated manner. Holistic stimulation services encompass educational, health, nutritional, care, nurturing, protection, and welfare services that generate early childhood development policies involving relevant stakeholders including government agencies, community organizations, professional organizations, community leaders, and parents. The National Action Plan for Holistic Integrative Early Childhood Development supports the 2030 Sustainable Development Goals through comprehensive and integrated approaches. Overall, the National Action Plan for Holistic Integrative Early Childhood Education (RAN PAUD HI) focuses not only on educational aspects but also on integrated health, nutrition, and care, thereby supporting the comprehensive achievement of the 2030 Sustainable Development Goals.

The Holistic Integrative Service Program encompasses educational, health, nutritional, care, nurturing, protection, and welfare services as early childhood development policy involving relevant stakeholders including government agencies, community organizations, professional organizations, community leaders, and parents. To ensure the fulfillment of early childhood growth and development rights, efforts to improve health, nutrition, care, nurturing, protection, welfare, and educational stimulation must be conducted simultaneously, systematically, comprehensively, in an integrated and sustainable manner. Early childhood education institutions have a highly strategic role in fulfilling these children's needs through cross-sectoral cooperation with related sectors (Directorate of Early Childhood Education and Community Education, 2015).

As efforts to ensure the fulfillment of early childhood growth and development rights, various steps are required, including improving health, nutrition, care, nurturing, protection, welfare, and educational stimulation conducted simultaneously, systematically, comprehensively, in an integrated and sustainable manner. Early childhood education institutions have a highly strategic role in fulfilling these children's needs through cross-sectoral cooperation with relevant government sectors. There is a strong perception that identifies early childhood education merely as preparation for children entering elementary school to develop counting, writing, and reading abilities. However, according to Pratiwi (2018), it is the obligation of parents and teachers to prepare children for elementary school not only by examining children's cognitive abilities but also by paying attention to children's comprehensive abilities encompassing six aspects of child development, including children's health and nutrition. Thus, children will benefit from comprehensive early childhood education programs that integrate nutritional and health interventions with children's school readiness.

Furthermore, it is explained that to implement Holistic Integrative Early Childhood Education comprehensively and thoroughly, new thinking approaches are needed regarding the involvement of schools, families, and communities. Early childhood education that is integratively based on schools, families, and communities can effectively develop cognitive, affective, and psychomotor maturity (Wahyuni, 2019). Research findings by Sharma et al. (2024) demonstrate that awareness among elementary and preschool teachers in providing nutritious food to students and promoting healthy living awareness through learning improves students' dietary quality, mental health, and metabolic health outcomes. Puri et al. (2008) investigated regular vitamin supplementation in children, concluding that regular vitamin administration affects children's health and intelligence. This research also shows that children from middle to upper socioeconomic status families are healthier compared to children from lower socioeconomic status backgrounds.

Research findings by Siagian & Adriany (2020) reveal that the implementation of Holistic Integrative Early Childhood Education programs faces at least three main problems: understanding, integration, and governance. The findings indicate that understanding of Holistic Integrative Early Childhood Education remains low. Furthermore, relationships with various stakeholders have not been well integrated, and governance remains inadequate. Therefore, there is a need to educate stakeholders about the value and importance of the program. Additionally, a governance system (framework or guidelines) is needed to assist districts in implementing Holistic Integrative Early Childhood Education.

Despite the extensive policy framework and acknowledged importance of Holistic Integrative Early Childhood Education, several theoretical gaps remain unaddressed in the existing literature. First, while previous studies have focused primarily on policy formulation and general implementation challenges (Siagian & Adriany, 2020), there is limited theoretical understanding of how institutional capacity and stakeholder collaboration mechanisms specifically influence implementation effectiveness at the local level.

The existing literature lacks a comprehensive theoretical framework that explains the interplay between institutional readiness, multi-sectoral coordination, and sustainable program delivery.

Second, although research has identified implementation barriers such as understanding, integration, and governance issues, there is insufficient theoretical exploration of how these barriers manifest differently across diverse socioeconomic and geographical contexts within urban settings. The current theoretical landscape does not adequately address how contextual factors influence the adaptation and customization of holistic integrative approaches in early childhood education institutions.

Third, existing studies have not sufficiently theorized the role of parental and community engagement as mediating factors in the success of holistic integrative programs. While community involvement is acknowledged as important, there is a theoretical gap in understanding how different levels and types of parental participation influence child developmental outcomes within the holistic integrative framework. This gap is particularly significant given that effective implementation requires not just institutional capacity but also sustained community buy-in and active participation.

Furthermore, the literature lacks theoretical models that can predict implementation success based on measurable institutional and community variables. Most existing research provides descriptive accounts of implementation challenges without developing predictive theoretical frameworks that could guide policy makers and practitioners in optimizing program effectiveness.

As a well-established policy, the implementation of Holistic Integrative Early Childhood Education Services in Banjarmasin City has been carried out through various approaches implemented by the Education Department, including socialization, training, and technical guidance for principals and early childhood education teachers. Of the 460 early childhood education institutions in Banjarmasin City, 264 institutions have been designated as Holistic Integrative Early Childhood Education centers, while the remaining 196 have not yet qualified due to inadequate infrastructure and human resources (principals, teachers, and parents) to support program implementation.

Given these theoretical gaps, this research aims to contribute novel theoretical insights by developing a comprehensive framework that explains the relationship between institutional capacity, stakeholder collaboration mechanisms, and implementation effectiveness in urban early childhood education settings. This study will theoretically examine how contextual factors, parental engagement levels, and institutional readiness interact to influence the successful implementation of holistic integrative approaches, thereby addressing the current limitations in theoretical understanding of this complex educational policy.

The objective of this research is to describe and analyze the implementation of Holistic Integrative Early Childhood Education in two early childhood education institutions in Banjarmasin, examining whether implementation has proceeded according to expectations and comprehensively so as to serve as a reference for other schools. The implementation of Holistic Integrative Early Childhood Education should be conducted simultaneously, systematically, comprehensively, in an integrated and sustainable manner to support optimal child growth and development, thereby realizing healthy, intelligent, and character-building children as high-quality and competitive future generations.

From an educational management perspective, this Holistic Integrative Early Childhood Education policy should be implemented in a structured, integrated, evaluated, and sustainable manner, emphasizing educational management aspects including planning, organizing, implementation, monitoring, and evaluation. Thus, in principle, this policy can provide child-centered early childhood education services that optimize all aspects of child development, school efforts in collaborating with integrated health posts (*posyandu*) and building participatory relationships with parents in childcare patterns and fulfilling children's rights, as well as utilizing child growth and development data as the foundation for decision-making and measuring program effectiveness.

Based on field data analysis conducted by researchers, several constraints in implementation have been identified, including: 1) insufficient field actions by institutions providing Holistic Integrative Early Childhood Education services, 2) lack of movement from collaborating agencies in implementing Holistic Integrative Early Childhood Education, despite having cooperation agreements, and 3) insufficient socialization to parents and communities about the importance of Holistic Integrative Early Childhood Education.

METHODS

This research employed a qualitative descriptive-analytical approach using multi-site case study design. Qualitative research focuses on understanding phenomena in depth through comprehensive data collection, allowing researchers to observe, explore, and record information obtained from natural settings by directly engaging with participants at the research sites.

This study was conducted at two State Early Childhood Education Centers: PAUD Negeri Pembina East Banjarmasin and PAUD Negeri Pembina North Banjarmasin. The study was conducted at two State Early Childhood Education Centers: PAUD Negeri Pembina East Banjarmasin and PAUD Negeri Pembina North Banjarmasin. These sites were selected to provide comparative insights across different locations within the Banjarmasin area. Research subjects were selected through a purposive sampling technique based on predetermined considerations (Sugiyono, 2022), consisting of 2 school principals and 6 teachers as key informants who possessed the most comprehensive knowledge about the phenomena under investigation.

Data collection employed three primary techniques: observation, structured interviews, and documentation study. The observation method allowed researchers to directly witness and record educational practices and interactions in their natural settings. In-depth interviews were conducted with the selected informants to gather detailed perspectives and experiences. Documentation study involved examining relevant records, policies, and materials related to the research focus.

To ensure data validity and reliability, triangulation was employed by integrating findings from all three data collection methods. Table 1 presents the triangulation matrix showing how different data sources contributed to understanding each aspect of Holistic Integrative Early Childhood Education implementation.

Table 1. Data Triangulation Matrix

No	Aspects of PAUD HI Implementation	Interview Data	Observation Data	Documentation Data
1	Educational Services	Teacher and principal perceptions on thematic learning approaches and RPPH preparation	Direct observation of classroom activities, play-based learning, and teacher-student interactions	Analysis of RPPH, RPPM, curriculum documents, semester and annual programs
2	Health Services	Interviews with teachers as the person in charge of the MoU, particularly regarding scheduling challenges.	Observation of health facilities (UKS), first aid equipment, and health monitoring practices	Review of MoU agreements, health monitoring records, and cooperation documents
3	Nutrition Services	Teacher statements about weekly healthy food provision and parental involvement	Direct observation of meal preparation, food distribution, and eating habits	Analysis of nutrition program plans, meal schedules, and nutritional guidelines
4	Care and Nurturing	Principal and teacher perspectives on student supervision and safety measures	Observation of childcare practices, safety protocols, and teacher-student interactions during care activities	Review of safety procedures, care protocols, and institutional policies
5	Protection Services	Teachers' commitment statement on the prevention of bullying and violence.	Observation of playground equipment condition, surface materials, fencing adequacy, indoor space layouts, emergency exits accessibility, supervision sight lines, and implementation of safety protocols during activities	Analysis of safety regulations, protection policies, and facility standard documents
6	Welfare Services	Interviews about physical and psychological welfare support systems	Observation of learning environments, comfort facilities, and child-friendly spaces	Review of welfare program documents, facility standards, and environmental assessments
7	Cross-sector Coordination	Stakeholder perspectives on inter-agency collaboration and challenges	Observation of coordination meetings and collaborative activities	Analysis of cooperation agreements, coordination protocols, and communication records
8	Parenting Programs	Information about parent class implementation and participation	Observation of parenting sessions and parent-school interactions	Review of parenting program curricula, attendance records, and evaluation reports

This triangulation approach strengthened the research findings by providing multiple perspectives on each implementation aspect, thereby enhancing the credibility and comprehensiveness of the study results.

The convergence of data from different sources validated the identified challenges and successes in implementing Holistic Integrative Early Childhood Education policy.

Data analysis followed Miles et al. (2014) framework, which includes three concurrent activities: data condensation, data display, and conclusion drawing/verification. During data condensation, researchers processed, and refined information collected from interviews and observations, focusing on data most relevant to the research objectives. The data display phase involved organizing and presenting the processed information in systematic formats, including tabular presentations where appropriate. Finally, conclusion drawing, and verification allowed researchers to identify patterns, generate insights, and establish research findings based on the analyzed data.

RESULTS AND DISCUSSION

Based on the research findings regarding the implementation of Holistic Integrative Early Childhood Education at State Early Childhood Education Centers in East Banjarmasin and North Banjarmasin, the following data were obtained:

1. Educational Services

Educational services in the Holistic Integrative Early Childhood Education policy constitute the provision of services to fulfill basic needs for optimizing all aspects of child development. These developmental aspects include religious and moral values, social-emotional development, cognitive development, language development, and physical-motor development.

Based on interview results with teachers at School 1, it was stated that *"stimulation through learning activities to optimize all aspects of child development is implemented thematically, integratively, and using play-based approaches."* Meanwhile, at School 2, one teacher stated that *"to package learning that can develop all aspects of child development, we teachers first prepare Daily Learning Implementation Plans (RPPH)."*

From the interview excerpts above, it can be interpreted that educational services aimed at achieving the objectives of Holistic Integrative Early Childhood Education policy demonstrate that teachers serve not only as educators but also as facilitators of integrated and quality services for early childhood. Teachers maintain their primary role as educators who design and deliver learning activities appropriate to children's developmental stages. Additionally, teachers should be able to integrate character values and child development stimulation while adapting learning for children with special needs. In implementing programs for educational service development, teachers create planning that supports learning, ranging from educational curriculum development, RPPH, Weekly Learning Implementation Plans (RPPM), semester programs, annual programs, and learning evaluation (Fadlillah, 2018; Nurdin & Anhusadar, 2020). Educational services also encompass character value cultivation in children, as children need to acquire knowledge about character values for their future lives.

In social interaction and self-control, knowledge and character value cultivation from an early age is necessary, making it a habit in daily life (Dewi et al., 2024). In educational services, several early childhood education institutions contribute to educational service success by developing children's potential through religious and moral values, physical-motor development, cognitive development, language development, social-emotional development, and arts. The application of early childhood education principles through learning while playing, child-centered approaches, and age-appropriate learning based on interests and talents. This development also includes character education value cultivation, knowledge of patience ethics, asking for help, greeting, apologizing, and expressing gratitude when necessary, as well as mutual respect among peers and honoring elders.

To ensure optimal development of all aspects of child development, this Holistic Integrative Early Childhood Education policy can be implemented integratively by various stakeholders at community, regional government, and central levels. The general objective of Holistic Integrative Early Childhood Education is to establish Holistic Integrative Early Childhood Development services toward realizing Indonesian children who are healthy, intelligent, cheerful, and morally noble (Angkur, 2022).

2. Health, Nutrition, Care, and Nurturing Services

Health services are implemented by School 1 and School 2 through cooperation with local integrated health posts (*posyandu*). Based on interview results with teachers at School 1, *"we established a Memorandum of Understanding with the posyandu in this school area, but sometimes monthly measurements of height, weight, and head circumference are not conducted regularly due to scheduling conflicts between posyandu and school activities, such as thematic culmination activities."* Furthermore, regarding nutrition fulfillment, based on observation results, School 1 provides healthy food for children once a week. This includes habituation of providing healthy and balanced food, introduction to balanced nutrition involving parents in preparing children's meals, and monitoring children's daily food intake. Care and nurturing provided by schools ensure that students are well-cared for and nurtured while at school. Both schools do not have complete Day Care or Child Care Center services, but care and nurturing are adequately provided while children are at school. Collaborative efforts and participation with parents to align perceptions regarding childcare patterns at home and school are implemented through parent class/parenting programs conducted at the beginning of each semester.

Based on the above data, schools should not wait for *posyandu* to measure students' height, weight, and head circumference. This should be conducted at the beginning of each month so that children's growth is monitored well and regularly. The results can serve as evaluation material for parents in monitoring children's health and nutritional status through growth measurements of weight, height, and head circumference.

Based on interview and observation results above, care services provided at school include school health units (UKS), first aid kits, running water, and teachers' knowledge of first aid for children. In health, nutrition, and care services, which are currently the main focus, with stunting prevention programs, institutions are alert in providing various child growth and development detection services by conducting regular child health checks, including head circumference, weight, and height measurements, dental, eye, ear, and mouth examinations. In care services, first aid kits and child-friendly UKS rooms are provided for first aid treatment of children who become ill or have accidents while at school.

This aligns with regulations in the technical guidelines for Holistic Integrative Early Childhood Education services established by the government and subsequently applied to Early Childhood Education institutions. The expectation for establishing Holistic Integrative Early Childhood Education services is to prevent children from experiencing malnutrition or the continued increase in the number of children experiencing stunting. Therefore, health services are provided through various means, including cooperation agreements between school institutions and health departments, education departments, and community health centers to provide assistance in the form of children's vitamin supplementation, regular dental examinations, and deworming medication. Care services provided by institutions include UKS rooms, first aid kits, child-friendly bathrooms, and clean environments and water.

3. Protection and Welfare Services

Regarding protection and welfare services, based on observation results, Schools 1 and 2 generally provide adequate indoor and outdoor play areas that are safe and comfortable for children. Classroom and yard spaces allow children to learn and play comfortably. Fulfillment of children's physical and psychological welfare is supported by ensuring children do not experience bullying and physical violence while at school. This is supported by interview results with the principal at School 1: *"We, together with teachers, are committed to ensuring that during learning activities and beyond, children remain under our supervision, so we strive to ensure that bullying and physical violence do not occur and are not committed by children against one another."*

Building character and moral values in early childhood is accomplished through several methods, including habituation, exemplification, and application in teaching and learning activities. According to Sarah et al. (2023), building children's character is very difficult without integration in learning activities and will not run consistently if not applied comprehensively and wholly. Implementation of holistic integrative learning in early childhood education can be effective and efficient when conducted according to established procedures (Asmawati et al., 2022).

Protection services constitute part of the mission of Holistic Integrative Early Childhood Education institutions. Protection services ensure children are free from physical and non-physical violence, ensuring children do not become victims of bullying, ensuring all learning tools and games are safe and supervised by teachers, and ensuring all children are under teacher supervision at school.

Government institutions have long been involved in these activities, particularly for families unable to perform childcare functions adequately. Currently, attention to addressing violence against children, both physical and sexual, is increasingly heightened (Widyastuti, 2017).

Additionally, these early childhood education services have family and community-based program concepts. Child-rearing that refers to government policies regarding child maintenance and care. More generally, this term refers to various ideas and practices related to child-rearing. According to Sari et al. (2018), holistic integrative early childhood education presents comprehensive early childhood education, child-rearing, early education at home, health and nutrition services and education centers, provision of good and healthy hygiene, and legal protection against child abuse including exploitation and violence. In relation to these significant risks, the government is encouraged to expand opportunities for communities to participate in developing early childhood education services through establishing various types of early childhood education units. In line with this, the government continues to make various efforts to improve service quality through early childhood education services by creating regulations and guidelines that provide clear direction so that educational services are conducted according to established standards.

CONCLUSION

Based on research findings, it is concluded that the implementation of Holistic Integrative Early Childhood Education policy in Indonesia continues to face various structural and technical challenges. Although normatively this policy has established legal foundations and clear implementation guidelines, its execution at regional and early childhood education institutional levels remains suboptimal. Primary obstacles include weak cross-sectoral coordination, limited human resources (principals and teachers), and insufficient understanding and shared commitment among implementing agencies. Additionally, budget limitations and uneven distribution of supporting infrastructure constitute significant constraints. Nevertheless, based on the analysis of research findings, effective program management is essential for achieving more effective implementation results. Therefore, the success of Holistic Integrative Early Childhood Education implementation depends heavily on inter-institutional synergy, strengthening implementer capacity particularly human resources, supporting infrastructure, and consistent government commitment at both central and regional levels. This study opens avenues for longitudinal research examining the long-term impacts of holistic integrative approaches on child development outcomes. Future studies should explore effective coordination models, investigate the relationship between resource allocation and implementation quality, and examine successful integration practices in different regional contexts.

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