



Enquire of the Implementation of Educational Function on Televisi Republik Indonesia (TVRI) as a Public Broadcasting Institution

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ABSTRACT

The function of education is traditionally attached to the role of the Public Broadcasting Service (PBS). Televisi Republik Indonesia (TVRI), stated in the Broadcasting Act 32/2002 as one of the public broadcasting institutions, along with Radio Republik Indonesia (RRI), are to carry out this educational function. This article will analyze the education function performed by TVRI. This research employs a single case study design. Data obtained through interviews and literature review. The results of the study show that educational broadcasts on TVRI have been around for a long time. The results of the documentation study show that educational broadcasts on TVRI receive a positive response from the public. Field research shows that one of the educational programs on TVRI, Study from Home (*henceforth referred to as Belajar Dari Rumah/ BDR*) has outperformed other public programs. Although traditionally considered one of the main functions of public television, the implementation of educational broadcasts, especially formal education on TVRI is not consistently carried out. The absence of formal education programs at TVRI was due to technical constraints in the form of a lack of compatible studio equipment to record



(TVRI) as a Public Broadcasting Institution.

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formal education programs and unavailable budgets for the programs..

INTRODUCTION

One of the characteristics of a public broadcasting institution is as an educational medium (Abbott, n.d.; Born & Prosser, 2001; Romero-Rodriguez et al., 2021). The function of education is attached to public broadcasting. In Indonesia, in the Broadcasting Act 32/2002, the function of the PBS is to provide services for the benefit of the community. Although the function of education is not specifically stated in the Broadcasting Act, Government Regulation No. 11/2005 concerning the Implementation of PBS Broadcasting, education is stated as a function of PBS.

The BBC (British Broadcasting Corporation) is the pioneer of PBS in the world. The BBC expressly conveys the idea that broadcasting should inform, educate and entertain. These three things are considered the "holy trinity" held by various PBSs with various interpretations (Freedman & Goblot, 2018).

Because of the importance of the educational function, researches on PBS is often linked to the institution's ability to fulfill this function. Since broadcasting is an important key in social and cultural life, and education has a central position to enrich the life of a nation (Grummell, 2004).

At the beginning of its development, educational broadcasts on television had a number of challenges.

Even though educational broadcasts on television have various problems, in several countries educational programs have proven to be superior and have received awards. In Japan, NHK Educational, a sister service of NHK General TV, Japan's public television organization, produces and broadcasts more educational services than any other television channel in the country (Ichikawa & Tsuji, 2016). Likewise, the BBC with its British school broadcast, which was widely praised for introducing educational broadcasts, also won various awards (Crook, 2007).

The reach of educational broadcasts also shows that this program can survive through developments in media technology, from radio, and television, to the internet. One of two Australian public broadcasters, SBS (Special Broadcasting Service) created the SBS Learn. This program prepares content for educational broadcasts and works with teachers to compile materials related to online learning resources for teachers and students (Miles, 2022).

As PBS, TVRI must also fulfill this educational function. Moreover, in its history, at the start of its operations, TVRI was assisted by several PBS which were very well known for their educational content, such as the BBC and NHK (Kartosapetro, 2012). However, the fulfillment of this function was hampered by various factors,

especially those related to the transformation of TVRI from a government broadcasting institution during the Old Order and New Order to a public broadcasting institution. Many researchers have directed their research towards this institutional problem. Research on TVRI's institutions began in 2006 when TVRI's role as PBS had not yet demonstrated its ability to escape from the shadow of state media (Rachmiatie, 2006). In more detail, conflicts of interest, especially between the government and parliament, have made TVRI unable to fulfill its role as PBS (Intani, 2013).

TVRI's institutional transformation created the problem of changing the image of the institution in society. Research is also directed at the perspective of TVRI's public relations strategy in shaping its image as PBS. TVRI Public Relations tries to improve its image in two ways, namely communication strategies and actions (Sari & Nursyamsiah, 2013). Research on TVRI's image was also directed at local stations. At TVRI Jogja, the image is formed by building relationships with local media in a decentralized manner (Raharjo, 2016). Research on TVRI's image has continued until recently. When TVRI carried out rebranding in 2019, it turned out that the spirit of rebranding was not evenly spread within TVRI (Rizki, 2020).

TVRI's constant institutional problems have resulted in minimal attention to TVRI's function as a PBS. In the 1980s, TVRI was still known for its educational content. The presence of Televisi Pendidikan Indonesia (TPI) in 1991 made it seem as if the educational function had been separated from TVRI. This is illustrated by the lack of research

related to education at TVRI in the 1990s until the pandemic.

In Indonesia, educational programs on TVRI are broadcasted regularly with various forms of programs, both formal education and in the form of edutainment. However, research related to educational content on TVRI is not analyzed in the context of fulfilling the educational function of a PBS but rather on the program's impact.

herefore, to fill the research gap, this research will analyze how TVRI carries out its educational function through its educational programs. The educational function referred to in this article applies to the method used by TVRI as PBS to educate the public through programs that are produced specifically to be used in the schools, both by students and teachers.

Fulfillment of the educational function in this PBS will be analyzed through consistency, the form of the program, to the distant reach of educational broadcasts on TVRI. Therefore, the implementation of the educational function examined in this article is to show the consistency, form, and reach of educational programs on TVRI can be used to enhance the learning process at school.

History, Definition, and Development of PBS

When viewed from the history of the formation of PBS. It was the original form of broadcast media before the existence of private broadcasting institutions and then globally throughout the world. The definition of public service broadcasting is the one formulated by John Reith, the first director-general of the BBC, in his famous *Memorandum of Information on*



the Scope and Conduct of the Broadcasting Service, a document submitted in December 1925 to the Crawford Committee, set up by the British government in 1925 to decide about the establishment of the BBC as a state monopoly: "Broadcasting must be conducted, in the future as it has been in the past, as a public service with definite standards. The service must not be used for entertainment purposes only," The Broadcasting Service should bring into the greatest possible number of homes in the fullest degree all that is best in every department of human knowledge, endeavor, and achievement.

The basis for the establishment of PBS is also related to the fact that broadcasting is a public good. As stated by (Starks, 1985), that PSB must serve public goods consisting of: well-informed, humane democracy; lively, healthy and creative culture; educational ethos; shared sense of community. Apart from trying to create an ideal public good, the importance of PBS can be seen from the position of broadcasting in modern society. Although only as a minor item on the government budget compared to, for example, education. However, most people will spend more time watching television over their lifetime than they spend in a classroom. In this sense, television, and what appears on the screen, is very important (Van Dijk et al., 2006).

Several countries in the world have greatly advanced their public broadcasting institutions. For instance, England with the BBC, Japan with NHK (Nippon Housou Kyoukai/Japan Broadcasting Corporation), Australia with ABC (Australian Broadcasting Corporation), and many Western

European countries that still maintain public broadcasting institutions in the midst of the onslaught of developments in media technology. Maintaining PBS and its traditional functions is not easy. PBS is a broadcasting institution that reflects a media market anomaly which is a "disturbance of 'normal' market relations" because it is a media funded by the public (Norbäck, 2019). PBS is referred to as an obsolete institution (Abbott, n.d.; Blumler & Hoffmann-Riem, 1992; Freedman & Goblot, 2018), ineffective (Abbott, n.d.; Faustino, 2008; Miragliotta & Errington, 2012), and expensive (Abbott, n.d.; Debrett, 2014; Edelvold Berg & Brink Lund, 2012; Freedman & Goblot, 2018). However, efforts to maintain PBS have a very philosophical foundation. In the heart of PBS, i.e. Europe, from the start, the goal of public service broadcasting was to provide a social tool instead of maximizing personal gain (Syvertsen et al., 2021). PBS's vision and governance model is as a free, independent, and democratic media (Abbott, n.d.).

In each country, PBS has its unique history. PBS initiation can be mapped from various points of view. (Abbott, n.d.), for example, dissects it from a regional perspective. One of the things that attracts many researchers is the history of the establishment of PBS in the United States. Unlike most western countries where PBSs were developed out of the need to manage limited spectrum in the public interest, in the United States, PBS was developed to remedy program deficiencies in commercial networks (Debrett, 2014).

In the 1920s, educational technologists first sought to improve social and productive relations by streamlining access to information.



Public broadcasting began as an aspirational project to increase equal access to education. PBS in the United States began with the collaboration of educational and community stations.

Public television was initiated by President Johnson in 1967. The development of these local stations emphasized the importance of independence from direct government influence. Based on recommendations from the Carnegie Commission on Educational Television, a widely accepted PBS system was suggested as the ideal model for non-commercial broadcasting in the United States.

PBS is a correction to commercial television, catering to neglected audiences and reflecting the heterogeneity of the American public. PBS provides excellence in serving diversity through programs that help the American public see their diversity in its entirety and also as a forum for discussion even though the issue is controversial and conducting debates, especially giving voice to groups in society that may not be heard. Seeing the system's potential to revitalize democracy, deepens the sense of community in local life where people from the community express their hopes, their protests, their enthusiasm, and their desires (Debrett, 2014).

Another researcher also looks at the movement to support and advocate for PBS in the Latin America region. Chile is a representative country for the region in terms of the institutional progress of PBS. The development of PBS in Chile correlates with the presence of the World Bank which was then involved in holding meetings and providing a forum to see the future of

public service media in Latin America (Abbott, n.d.).

In Asia, South Korea, Taiwan and Thailand have their own public service media, while Myanmar was assisted by Japan's NHK to build PBS. Indonesia has had an PBS transition worth considering both in terms of its successes and drawbacks, especially given the political transition that occurred in the late 1990s in the post-Suharto era. Bhutan's transition to PBS is another example where there has been an interesting move towards independence and democratization of the media space. Other countries whose PBS conditions should be noted are the Baltic countries—Lithuania, Latvia, and Estonia—also often cited by PSB experts as examples of countries that have successfully developed PSB systems (Abbott, n.d.).

The background for the establishment of PBS is a way for researchers to examine the history of PBS. Australia's Special Broadcasting Service (SBS) is a multilingual radio broadcaster. SBS supporters have different motives: lobbyists within ethnic communities seek political voices and cultural outlets; politicians hoping to get ethnic minority votes in elections; and the government is looking for ways to integrate ethnic communities for reasons of social harmony and cultural enrichment. In New Zealand, PBS were established at public demand, not government initiative (Debrett, 2014).

The success of PBS in various regions of the world faces quite tough challenges. PBS is subject to constant criticism as it is seen as a media inherited from the period of spectrum scarcity, restrictions on viewer sovereignty and consumer choice, an unjustifiable



intervention in an increasingly competitive market. As a result, the amount of funds received and PBS governance are getting tighter (Katsirea, 2012). Although the PBS is still seen in most European countries as the main medium for informing citizens of all ages. However, PBS struggles to reach a younger audience, which is often characterized as news-averse or news-deprived (Autenrieth et al., 2021).

Televisi Republic Indonesia (TVRI) is a form of public broadcasting service in Indonesia that specializes in television broadcast services. TVRI was formed in 1962 as part of the nationalistic symbol project of the first Indonesian President, Soekarno (Kitley, 2003). From 1962 to 1998, TVRI was a government propaganda tool. However, TVRI gained a fairly wide audience in the 1970s and 1980s.

Educational broadcasts are also one of the broadcast programs on TVRI. In the 1980s, the production of these educational broadcasts was collaborated with various institutions such as the Ministry of Education and Culture, LIPI (Indonesian Institute of Sciences), Center for Language Development, as well as Syracuse University in the United States. However, even though educational programs are consistently broadcast on TVRI, the question of their impact and usefulness for the public deserves further analysis.

Educational Broadcast on PBS

Services for education, especially for children, are the main characteristics of PBS. Most of the PBSs in the world have been explicitly formed, one of which, is to serve young viewers as part of their public service mandate.

Therefore, most PBSs are expected to present free, non-commercial events that are universally available for all children (Steemers, 2017).

Educational broadcast is a fairly broad terminology. In 1964, in *A Guide to Instructional Television*, editor Robert M. Diamond defined educational television applied to cultural and community broadcast as a broad term usually applied to cultural and community broadcasting which may include some programs for in-school use (King, n.d.). From this definition, the emphasis on the "for in-school use" section is noteworthy because this is what distinguishes it from other programs for children.

In *Educational Telecommunications* (1977), Donald N. Wood and Donald G. Wylie devoted a chapter to examining eight levels of school television involvement: single-classroom applications, school-level projects, district administration, metropolitan ITV associations, state-wide operations, regional activities, national programs, and international developments (King, n.d.).

The beginning of broadcasting educational services began in Glasgow, United Kingdom in 1924 (Crook, 2007). After the project in Glasgow, the BBC began broadcasting similar educational programs. BBC programs are produced in a live broadcast format broadcast by various studios in the UK. By 1931, the BBC had instituted in-school educational broadcasts in over 3,000 elementary and secondary schools, as well as enlarged its adult education programs (Meyer, 1964). Educational broadcasts also penetrated into television media. Although the BBC had commenced a



television service in 1936, it was not until the early 1950s that a limited television experiment could be undertaken. The BBC made an agreement with the Middlesex Local Education Authority for six secondary schools to be individually linked (Crook, 2007).

The use of radio for education is also carried out in the United States but by private companies. In 1924, Chicago-based Sears, Roebuck, and Company funded the first SOA (School of the Air), the *Little Red Schoolhouse of the Air*. Sears provided free airtime on its fledgling Chicago-based radio station (Bianchi, 2008). The Public Broadcasting Service (PBS) was created to address the uneven educational opportunities for lower-income preschool children. One of the most popular educational shows is the Sesame Street program which has been broadcast since 1970 (Keeler, 2017).

Public funding for PBS is also the reason for providing educational content for children, where this type of program is not available on commercial channels. In Australia, The Australian Broadcasting Corporation (ABC) created a program called *Play School* in 1966, which later gave birth to superstars (Debrett, 2014). Another show for preschoolers, *Mr. Squiggle* was the longest-running children's television series from 1959 to 1999. Because it carried a much larger number of children's programs than any other *free-to-air* television stations, ABC television adopted the brand name ABC for Kids, which was later shortened to ABC Kids.

In Denmark, since the early years of public television in the 1950s, it has been mandatory to produce

content for children and youth. PBS Danish Broadcasting Corporation (DR) prioritizes programming for this special audience and has produced programming that reflects evolving ideas about childhood and youth over the last seven decades and reinforces the perception that television should play an important role about the youngest members of society (Redvall & Christensen, 2021).

In Chile, educational television emerged mainly after the launch of Chile's National Television Council (CNTV) in 2000, which, by law, is financed by the national budget and external agencies. The educational channel is used by the education system in the country. CNTV Infantil is currently being created as the only public television initiative aimed at children and youth (Romero-Rodriguez et al., 2021). In Ecuador, the state makes educational television, TV Educa to be part of the Ministry of Education's *TeleEducation* project. TV Educa is a non-profit Ecuadorian public broadcaster whose goal is to program and disseminate audiovisual productions that are educational, entertaining, informative and of high quality.

Nevertheless, the educational mission at PBS is not without drawbacks. Bourdon (2004) describes three weaknesses.

1. Even though the educational mission is one of PBS's ambitions, not all PBSs are mandated to produce educational events. New educational content was attached to PBS when the existence of PBS was threatened by private broadcasting.



2. Educational purposes do not have wide and strong support outside of PBS.
3. The educational mission itself is fragile, because of ambiguity in its content. In developing countries, education programs can be about literacy. But beyond literacy, educational programs cannot be defined with certainty.

Educational content on PBS is also challenged by commercial channels. Worldwide, there are more than 400 children's channels. Moreover, there's plenty of on-demand content on YouTube, or for the price of a subscription to *video-on-demand* services, such as Netflix and Amazon Prime. Historically, educational broadcasting was not the exclusive domain of PBS. In the United States, for example, from 1929 to 1975, commercial broadcast networks, state universities and departments or colleges of education, and local school boards operated over a dozen SOAs (School of the Air). SOA once experienced its glory days. At that time there were approximately 2.5 million students across the United States (nearly 10% of the total student population at that time) watching the show. Not only as an audience, tens of thousands of teachers and students were also involved in the radio program (Bianchi, 2008).

However, children's television is not a form of *market failure* due to the many cheap animation channels (Steemers, 2017). Usually, these children's programs are distributed in various countries, and dubbed in local languages. However, these imported children's shows are not always in line with the social conditions of children in

every country. Therefore educational programs for children at PBS are still relevant even though there are hundreds of channels specified for children.

PBS has a strategic role in providing educational programs to the public throughout the Republic of Indonesia. This is because PBS is a public broadcasting media which also has consequences for the public (Andriyanto & Rachmaria, n.d.).

METHODOLOGY

This research employs a case study method because of the ability of this approach to study cultural and social phenomena in actual events and settings (Stake in Denzin and Lincoln, 1994). Educational programs in broadcast media are a phenomenon that has existed for a long time. Similar programs are duplicated in various types of media, whether on radio or television, or in public, private, and community broadcast media. The term '*instructional television*' which shows the difference from other programs that also contain educational functions in it (King, n.d.).

The PBS selected in this study is TVRI. There are two reasons considered by researchers why educational programs at TVRI are important to study. First, historically, at the beginning of the formation of TVRI, television broadcast production was assisted by NHK and the BBC. These two television stations are the most prominent PBS in the world, including for their educational broadcasts. The second reason is because television



media is more complex, causing high production costs. However, on the other hand, television can also provide a learning experience that is almost the same as in the classroom, there is audio and visuals that appear on the screen. Therefore, the researcher choses TVRI as the case to be analyzed.

To analyze the implementation of the educational function at TVRI, the researchers examine the consistency, form and reach of educational programs produced by TVRI. Data collection in this study includes three methods, namely document study, interviews, and observation. This is the main strength of the case study approach so that any findings or conclusions will be more convincing and precise if they are based on several different sources of information.

Documentation was collected to obtain data on educational programs that had been carried out by TVRI in the past. The documentation includes the results of previous research as well as TVRI's internal documents relating to the educational programs being broadcast. Documentation data collection was carried out in the September-December 2022 period. Previous research analyzed in this article resulted from research related to the education program at TVRI which was obtained from the scholar.google.co.id search engine. Previous research was not limited to research on the BDR program, although they were dominated by the same.

Interviews were conducted with TVRI and the Ministry of Education and Culture to explain the educational program that the two

institutions collaborated on. At the same time, the observation was carried out by observing educational programs on TVRI that were taking place at the time of the study. Interviews and observations were conducted simultaneously from April 2020 to December 2022. During the April 2020-March 2021 period, the educational programs broadcasted on TVRI were BDR programs. Meanwhile, from April 2021 to December 2022, TVRI again only broadcasted educational programs in the form of 'edutainment' (educational entertainment) such as Arena 123, Drawing, and The Children of Indonesia.

RESULTS AND DISCUSSIONS

Educational functions have long been carried out by TVRI. Research by Azmi et al (1982) explained that in the 1980s, TVRI had educational broadcasts. There were four school subjects broadcasted, namely Indonesian Language Development, English Lessons, and Mathematics. Not only broadcasting these lessons, TVRI and the Department of Education and Culture also set up two studios: a production studio in Jakarta and a training center in Surabaya (p.3).

In the 2000s, TVRI still broadcast regular educational broadcasts. Toin (2013) explains that the Minister of Education Abdul Malik Fadjar on 12 October 2004 inaugurated an educational television station or TV Education (TVE). Studio TVE is located in Jakarta and has affiliations with the local education television stations. TVE is owned by the Indonesian Ministry of National Education and can only be accessed with a satellite dish. To make it easily accessible, TVE broadcasts were



relayed by TVRI every Monday to Friday from 14.00 to 15.00 WIB from 2004 to 2014. Currently, TV Education has two channels that broadcast live educational programs, one for students and the other for teachers. The channel website also broadcasts live television program as well as hosting electronic content on demand (Arviani et al., 2020).

After 2014, education programs at TVRI were no longer researched as much. One of the studies on broadcasting English programs was written by Sidabalok (2019). Educational broadcasts on TVRI received the attention of researchers after TVRI implemented the *Study from Home* program or *Belajar Dari Rumah* (BDR) during the COVID-19 pandemic. When the pandemic hit around the world, one of the government's concerns was about continuing education. Because at that time schools were closed even though Indonesia did not impose a lock-down. Almost all economic and social activities were halted but the government decided that education must continue. Through the Ministry of Education and Culture, a BDR program was broadcast by PBS TVRI. Research on the BDR program is dominated by an analysis of the benefits or impacts of BDR on students (Ahsani & Ningsih, 2020; Alimah & Retnasary, n.d.; Arviani et al., 2020; Febrian et al., 2020; Andriyanto & Rachmaria, n.d.; Faizah, n.d.; Rahayu et al., 2021; Santi, 2021; Malau, n.d.) Apart from the benefits of BDR, the researchers also focused on the benefits of these broadcasts for parents of students, the teacher's role in producing BDR broadcasts (Anisah, 2022; Nisa & Susanto, n.d.; Yani & Setiyawati, 2021).

Research on learning programs on TVRI, from year to year, showed that educational broadcasts on TVRI have a

significant benefit or influence on students. Explained that educational broadcasts on TVRI increase students' general knowledge and increase students' learning abilities at school. According to the researchers, teaching programs on television is usually provided by people who are more pedagogically competent and usually possess complete information about the subject matter than most classroom teachers and television can provide direct experience to the students which is difficult or very expensive if done in other ways (p.7).

The BDR program also shows that in general educational broadcasts on television still have a significant influence on students' learning abilities. Some of the benefits of the BDR program were obtained by researchers, namely the effect on the psychomotor aspects of students at the readiness and guidance stages (Ahsani & Ningsih, 2020); students can develop an independent attitude and interest in learning (Febrian et al., 2020); the material shown is not boring so that the results of listening to the broadcast material for students' learning are quite good (Faizah, n.d.); learning videos packaged with animations that can add enthusiasm and interest to the child, interesting features; the cognitive dimension shows a response in the strong category of 79.12%, the affective dimension shows a response in the strong category of 78.08%, and the conative dimension shows a strong category response with a percentage of 79.16% (Rahayu et al., 2021); three roles utilized by students, namely as a source of learning, a source of information, and as a source of entertainment (Santi, 2021); assist students in gaining additional and understanding of knowledge that is more



than the learning material provided from school.

Apart from being for the benefit of students, the BDR program on TVRI during the COVID-19 pandemic helped parents and teachers to follow the learning process of their children while at home (Arviani et al., 2020). However, this program also has some drawbacks. In terms of content, (Arviani et al., 2020) said that it is necessary to improve the interactive quality of show content, material for each level of education, and audio-visual quality. Another content problem relates to the material being broadcast which is less effectively applied to SD/MI students because the material is global and does not match curriculum goals. Several researchers also noted problems outside of BDR content that made it difficult to access BDR broadcasts on TVRI. Stated that areas that have not yet been electrified cannot participate in the program. Meanwhile, stated that not all students have a TVRI channel which hinders them from participating in the learning activity on TVRI.

Even though there was some criticism of the BDR program on TVRI, the researchers considered that this program was able to bridge the gap in the learning process during the pandemic. (Ahsani & Ningsih, 2020) stated that the BDR program makes it easier for students who have problems accessing the internet, for economic reasons or geographical location. Meanwhile, (Alimah & Retnasary, n.d.) stated that BDR is an alternative media for students and parents who did not get online learning facilities. (Arviani et al., 2020) specifically alluded to the significance of the program's role for communities in the frontier, outermost and disadvantaged

areas that have limited internet access and economic limitations alternative media for students and parents who did not get online learning facilities (Arviani et al., 2020) specifically alluded to the significance of the program's role for communities in the frontier, outermost, and disadvantaged areas that have limited internet access and economic limitations.

Educational Broadcast Performance on TVRI

Rating is not the main goal to be achieved by PBS. However, to fulfill its functions, including the function of education, it is appropriate that the performance of PBS should also be seen from the performance of the programs broadcast. As stated by (Ichikawa & Tsuji, 2016) PSBs are to deliver content with citizen-oriented values, although PSBs can select from a range of alternatives to achieve this role, they must still satisfy the requirements for efficiency as public organizations.

Therefore, learning methods outside the internet, including via television, are still very much needed. In the early days of BDR broadcasting which began on April 13 2020, the material broadcasted by TVRI came from Educational TV owned by the Ministry of Education. Quality-wise, BDR broadcasts at that time were not very good, the images and colors of the videos displayed were rather blurry. However, in terms of content, BDR shows were quite interesting because they highlighted social values such as courtesy, friendship, and solidarity. Over time, the BDR programs began to be specially produced. Several subjects that were generally considered tough, such as Mathematics, were produced in animation form that was fun for students. In other subjects, for



instance, when introducing regional traditional clothes, teachers who taught in the BDR program wore the regional traditional clothes explained. This made the audience felt a direct experience even through television.

However, the BDR programs felt too short because it only lasted for 30 minutes. Each of school level, from early childhood education to high school, was allotted the same amount of time which was 30 minutes for each segment. Due to the lack of time allotted for BDR

programs, the material presented was not very in-depth. Researchers, who were no longer students, feel that there is no opportunity to analyze the lessons delivered by the teachers in the programs. Apart from the BDR program, TVRI also broadcasts several programs for children that were included in the edutainment category in the same period as the BDR broadcast. In 2020-2021, apart from BDR, TVRI has four other programs, namely: Arena 123, Drawing is Fun, Drawing, and The Children of Indonesia.

Tabel 1. Educational Programs for Children on TVRI

No	Program	Type of Program	Broadcasting Period
1	Belajar dari Rumah/BDR (<i>Study from Home</i>)	Education: Formal	2020-2021
2	Arena 123	Edutainment	2020-present
3	Asyiknya Menggambar (<i>Drawing is Fun</i>)	Edutainment	2020
4	Menggambar (<i>Drawing</i>)	Edutainment	2020-present
5	Anak Indonesia (<i>The Children of Indonesia</i>)	Edutainment	2020-present

Source: TVRI Education Program Performance 2020-2022 (2022)

In the 2020-2022 TVRI Education Program Performance Report, it is illustrated that the BDR program still outperforms the other four educational programs broadcast by TVRI. The BDR

program excels in all indicators which include number of viewers, rating, and viewing time as illustrated in the following table.

Table 2. Number of Viewers of Educational Programs for Children on TVRI

No	Program	Average Number of Viewers (000s)	
		2020	2021
1	Belajar dari Rumah/BDR (<i>Study from Home</i>)	214,018	51,205
2	Arena 123	86,279	39,382
3	Asyiknya Menggambar (<i>Drawing is Fun</i>)	82,573	-
4	Menggambar (<i>Drawing</i>)	77,045	43,486
5	Anak Indonesia (<i>The Children of Indonesia</i>)	64,434	42,603

Source: TVRI Education Program Performance 2020-2022 (2022)

Table 2 shows that compared to 2020, the average number of viewers for educational programs have decreased. This can be considered as the impact of limited face-to-face schools opening in July 2021. Even so, the Belajar dari Rumah (BDR) program still outperforms educational events for other children.

Table 3. Rating of Educational Programs for Children on TVRI

No	Program	Rating	
		2020	2021
1	Belajar dari Rumah/BDR (<i>Study from Home</i>)	0,42	0,10
2	Arena 123	0,17	0,08
3	Asyiknya Menggambar (<i>Drawing is Fun</i>)	0,16	-
4	Menggambar (<i>Drawing</i>)	0,15	0,09
5	Anak Indonesia (<i>The Children of Indonesia</i>)	0,13	0,13

Source: TVRI Education Program Performance 2020-2022 (2022)

The Head Director of TVRI, Iman Brotoseno, explained that the BDR program was in the top 20 TVRI programs in the January-December 2020 period. "Out of the top 20 TVRI programs in 2020, BDR is in the

12th place. BDR is also the only educational program that occupies the highest list of TVRI programs. So this is a breakthrough because BDR is the only educational program that ranks in the top 20 TVRI programs.

Table 4. Viewing Duration of Educational Programs for Children on TVRI

No	Program	Average Viewing Duration	
		2020	2021
1	Belajar dari Rumah/BDR (<i>Study from Home</i>)	0:12:05	0:08:50
2	Arena 123	0:06:38	0:06:37
3	Asyiknya Menggambar (<i>Drawing is Fun</i>)	0:07:21	-
4	Menggambar (<i>Drawing</i>)	0:06:05	0:06:41
5	Anak Indonesia (<i>The Children of Indonesia</i>)	0:05:54	0:06:55

Source: TVRI Education Program Performance 2020-2022 (2022)

From the data in Table 4, the BDR program is the longest watched. Despite the significant drop, from 0:12:05 in 2020, dropping to 0:08:50 in 2021, the BDR program is still the longest viewed.

From the tables above, the Study from Home (BDR) program, which is a type

of formal education program, outperforms other edutainment programs. Unfortunately, this program was only broadcast on TVRI from 13 April 2020 to 31 March 2021. Since April 2021, the BDR program has been moved to an internet channel, namely TV Education (TVE). Unfortunately, during the research period, the TVE website i.e. tve.kemdikbud.go.id could not be accessed

because it was in the process of upgrading the system.

The BDR program is an initiative of the Ministry of Education and Culture. The target of this program is oriented towards students in the preschool PAUD, Kindergarten, Elementary, Middle School, and High School levels. The BDR program on TVRI is not a form of collaboration between the Ministry of Education and PBS TVRI because TVRI only functions as a means used by the Ministry to broadcast educational programs during the COVID-19 pandemic. Unlike the education program in the 1980s, where TVRI and the Ministry of Education and Culture even set up a joint studio for the benefit of educational programs.

Post New Order period in Indonesia, TVRI did not externally engage or cooperate again, either permanently or incidentally. However, more often than not, the need to carry out distance learning is found necessary, for example during a disaster time. In one instance, there was a plan to conduct a remote learning program when the forest and land fires occurred in 2015 which hit 31 provinces in Indonesia. The proposal to create a distance learning program at TVRI was not realized by the Ministry of Education and Culture at that time. Even though, at the Karhutla disaster management coordination meeting which was also attended by researchers, the plan to broadcast distance learning programs on TVRI was considered very important so that school children who were off-school could continue their studies.

In 2020, the Ministry of Education and Culture submitted a cooperation offer to PBS TVRI. In a letter from the Secretary General of the Ministry of Education and Culture submitted on April 1, 2020, the Ministry asked TVRI to

broadcast ready-to-air distance learning materials with a duration of eight hours per day. However, TVRI is only able to provide three hours per day. It was this broadcast time that was finally agreed upon, namely from 08:00-11:00.

The budget for making the program was also submitted to the parliamentary (DPR) by the Ministry of Education and Culture. After obtaining approval from the DPR, the Ministry of Education and Culture invited TVRI to work together to broadcast programs made by the Ministry of Education and Culture together with a production house appointed by the Ministry. TVRI broadcasted the BDR program with the agreed payment of IDR 100 billion for one year of broadcast.

According to the Special Staff of the Director of the General of Culture, Ministry of Education and Culture, Alex Sigar, explained that apart from budgetary issues, other aspects of the BDR program were also carried out by the Ministry. "For the BDR 2020 program material, it comes from curated videos from videos produced by the Ministry of Education and Culture itself and other sources. Meanwhile, for BDR 2021 the material is a new production based on the elementary school (SD) module with the Emergency Conditions Curriculum. Scenario writers and production houses that produce videos based on modules are briefed by the Ministry of Education and Culture and also module writers."

Since the commencement of the BDR program, TVRI was just a medium that was paid to broadcast programs. Formal education programs such as BDR have received quite a good response from the audience, both children and parents. The Center for Research and Development of PBS TVRI in September-October 2020 surveyed viewers' perceptions of the BDR program on TVRI. The results of a survey of 31,302 respondents from 34 provinces in Indonesia showed that 89% of respondents



(students, teachers, and parents) watched the BDR program 1-4 times a week. The audience satisfaction rate also reached 60%. Dissatisfaction with BDR programs came from respondents who came from the frontier, outermost, and disadvantaged areas where problems such as electric power-cut prevented viewers from watching the program.

The BDR program, since the beginning, has been under the authority of the Development and Business division of TVRI. When the cooperation with the Ministry was concluded, according to Rini Padmiheratta, Director of Development and Business of TVRI, "because the cooperation with the Ministry has been completed, then return to the regular program". Even though BDR programs were accessed more widely than edutainment programs broadcasted in the same period, TVRI no longer had sufficient resources to produce programs like BDR, in terms of tools and equipment, funds, as well as human resources. Therefore, TVRI had no choice but to terminate the BDR program according to the contract with the Ministry.

Fulfilling the educational function is a challenge for PBS. Amid the increasing number of services for children, educational programs have not necessarily increased. According to (Brown, 1996) the increase in children's programs is very prominent, accounting for one-tenth of television programs globally. However, these children's programs were often used simply to expand or fill new time slots and create a steady viewer into the late afternoon.

Moreover, in disruptive era, there are extensive aspects that determine the choice of television the audience watches (Widyatama et al., 2021). Especially, for children who are increasingly familiar with internet. In the past, TVRI has succeeded in producing programs for children, both fully educational and in the form of edutainment.

Armando (2006) explained that there were many children's programs produced by TVRI in the 1980s, which integrated educational aspects such as "Bina Bakat", "Krida Remaja", "Bina Pustaka", as well as entertainment programs that were intended for education such as "Aneka Ria Anak-Anak Nusantara", "Ria Jenaka", and "Si Unyil".

TVRI was the first television station and enjoyed a monopoly position for nearly three decades, from 1962 to the early 1990s. TVRI is experienced in producing and broadcasting educational programs. Like PBS in other countries, TVRI should have been able to develop first-rate scriptwriters, producers, artists and engineers to serve the industry, and, in the face of market competition and technological change, TVRI should be able to excel and be respected by its competitors (Crook, 2007).

Unfortunately, institutionally, in the current Indonesian broadcasting system, TVRI's position is very weak. Even though TVRI is the oldest television station in Indonesia, TVRI is also under enormous pressure so that it fails to become a strong PBS. After being the only television station for nearly two decades, in 1981, President Soeharto issued a regulation banning advertisements on TVRI. Even though, according to Armando (2014), 51% of TVRI's funding at that time was obtained from advertising. After the advertising ban, TVRI's other source of income, namely broadcasting fees, stopped after the institution authorised to collect fees was handed over to PT Mekatama Raya which was owned by the president's son, Sigit Harjojudanto, as well as two businessmen close to the palace who also owned SCTV, Sudwikatmono and Henry Pribadi (Armando, 2014).

Apart from losing their source of income, educational broadcasts on TVRI were also distracted by the presence of



(Indonesian Education Television), owned by Siti Hardiati Indrarukmana (Mba Tutut), the eldest daughter of President Suharto. TPI, with the educative mission, began broadcasting in December 1990. TPI uses TVRI's facilities both for broadcast production and transmission. From the production side, TVRI's equipment and human resources, including studios equipped with facilities for educational broadcasts, were used by TPI. Meanwhile, from the transmission side, TVRI must broadcast TPI's program for eight hours a day with coverage throughout Indonesia. According to d'Haenens et al (1999), TPI utilized TVRI's internal resources with an agreement to pay 20% of TPI's advertising revenue. However, the promise of payment was never been clear.

Since the facility for educational broadcasts was hijacked by TPI, TVRI has never broadcasted any educational programs that have a significant impact on the community. Post Indonesia's 1998 Reformation, the number of private television stations increased quite significantly, but educational broadcasts, including those on TPI, gradually disappeared from television screens.

Even though there are currently various programs for children, not all of them are educationally oriented. This means, that amidst the many free-to-air television channels, plus paid channels, there is no guarantee that the educational function for children can be fulfilled by the broadcasting media. There are many issues related to the fulfillment of the educational role by PBS. One of them is the problem of lack of funding for PBS which is caused by the lack of recognition of the function of public broadcasting institutions today. As a result, discourse about the function of education in PBS is increasingly dim. Allocation of funds and facilities for educational broadcasts is also not a priority for PBS management (Grummell, 2004).

In the education program on TVRI, from time to time there is a need for greater funding. This is because educational broadcasts require specific equipment and resources, which are not owned by television stations in general. Therefore, maintaining educational events at PBS requires quite an uphill struggle.

Another issue is cross-institutional cooperation. There is a long history of educational programming on PBS. In making this program, educators were also involved. Unfortunately, this collaboration is temporary and there has never been long-term cooperation carried out and there are no mutually agreed work standards between PBS and educational institutions (Miles, 2022). This is reflected in the educational programs on TVRI. Formal education programs are a collaboration between TVRI and the Ministry of Education and Culture. The incidental and unsustainable nature of educational programs is also the result of funding problems for the program's production.

Pressing situations, such as a pandemic, can lead to the emergence of formal educational programs. From the BDR program, it can be seen that the effect on TVRI is very positive. Apart from the ratings and number of viewers, the BDR program was able to boost the relevance of TVRI amid the progress of broadcast media and the internet. However, because the program is meant for the short term, when the collaboration with the Ministry of Education and Culture terminated, the broadcast of the program was also ended.

In addition, technological developments also make educational programs unattractive to school-age children. Students sit in front of the television to access Youtube or Over The Top (OTT) programs such as Netflix, Disney, Mola TV, Vidio, Prime and most of them do not even watch programs on private



television. Students search for things they do not know by accessing Google, YouTube, and even the latest, ChatGPT. In that case, educational programs at PBS such as TVRI are no longer of interest because they are considered old-fashioned. This phenomenon takes place not only among students who are in the big cities but also in areas far from the cities. Technology causes big changes in the world of education which is a challenge for PBS TVRI.

Based on practice and analysis in several countries, several factors must be met to best fulfill the educational function of PBS. The most important thing is the existence of a mandate. The mandate is the legal basis for allocating resources (funds, human resources, and equipment) to produce quality educational events (Romero-Rodriguez et al., 2021). The mandate must be defined in detail so that there is no ambiguity in the intended broadcast production.

The education function at PBS in developing countries like Indonesia should ideally be focused on increasing the knowledge of school children. However, due to the huge area coverage and differences in intellectual abilities in each region, there must be a decentralization of educational programs (King, n.d.). TVRI has 29 regional television stations and one central television station. These regional stations spread from Sumatra to Papua. The decentralized educational program means that each station must cater educational programs according to the needs of pupils in each region.

Other external factors outside TVRI, must be support from outside PBS. Educational aims must be targeted for financing, both at state institutions such as the Ministry of Education, as well as non-state institutions with educational missions. Support from outside the PBS can overcome the financing problem which seems to be the biggest obstacle for TVRI so far.

CONCLUSION

From the various challenges described above, one may conclude that the educational function has not been consistently fulfilled by TVRI. TVRI had worked together with the Ministry of Education and Culture to produce educational programs in the 1980s. However, due to the dynamics of broadcasting in Indonesia since the New Order era, the educational function at TVRI is only fulfilled by producing edutainment programs that target children in general. In fact, according to PBS practices in various countries, the educational function is generally fulfilled by producing instructional programs that can be used by teachers and students in schools to enhance the learning process. Instructional program productions such as BDR have proven to be able to meet the needs of students and teachers and also viewed more compared to the edutainment programs in the same period.

So far, studies on TVRI have only focused on TVRI as an institution as well as its programs in general. This is related to institutional problems which seem more interesting to study. While studies on educational programs at TVRI focused on the program itself (especially on program's impact), they often did not attempt to relate to the institutional character of TVRI. It is hoped that further research will lead to the topic of PBS' institutional problems in fulfilling the educational function. Thus, there will be a more detailed study of the complexities faced by TVRI in fulfilling its educational function. Comparative study with other PBSs in fulfilling the educational function has a great potential to be researched further to find out the



differences between TVRI and PBS in other countries.

DECLARATION OF COMPETING INTEREST

We certify that there is no conflict of interest with any financial, personal, or other relationships with other people or organizations related to the material discussed in the manuscript.

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