International Journal of Education, Vocational and Social Science
https://e-journal.citakonsultindo.or.id/index.php/IJEVSS
E-ISSN : 2963 4954
IJEVSS

Analysis Of Literacy Program Management In Relation To Elementary School Students' Reading Ability

Nur Khamim
Universitas Islam Nusantara (UNINUS), Bandung, Indonesia
Nandang Koswara
Universitas Islam Nusantara (UNINUS), Bandung, Indonesia

Corresponding Author: nurkhamim581@gmail.com

Abstract

This study addresses literacy programs in elementary schools that often run as routine activities without being consistently linked to data-based planning and evaluation. It analyzes literacy program management and its relationship with the development of students' reading comprehension at SDN Cibarola and SDN Pasirkareumbi, Subang Regency. A descriptive qualitative approach with a multisite design was used. Data were obtained from 16 informants (principals, teachers, and students), observations, program documents, school assessment records, and the 2025 Education Report, and were analyzed through data reduction, data display, and conclusion drawing and verification, with source and technique triangulation. The findings show that both schools have implemented planning, organizing, actuating, and controlling through needs assessment, School Literacy Teams, daily reading habituation, KALIBER at SDN Cibarola and SERBU at SDN Pasirkareumbi, classroom reading corners, library use, formative assessment, and follow-up support. However, performance targets, coordination records, common assessment instruments, cross-class progress summaries, and the link between evaluation, planning, and budgeting are not yet standardized. School assessment records show that the proportion of students reaching the target increased from 42.9% to 63.4% at SDN Cibarola and from 56.4% to 73.5% at SDN Pasirkareumbi, while the 2025 Education Report shows that both schools scored lowest in accessing and retrieving information. These findings indicate that literacy program management needs to balance reading culture, explicit comprehension instruction, differentiated intervention, and a continuous data-based improvement cycle.

Copyright at authors some right reserved this work is licensed under a Creative Commons Attribution-ShareAlike 4.0 International License

Keywords: literacy program management; POAC; reading comprehension; elementary school; education report

INTRODUCTION

Basic education is the foundation for developing the quality of human resources. At this stage, reading literacy refers not only to the ability to recognize letters and pronounce words, but also to the ability to understand, interpret, evaluate, and use information. This ability determines students' success in learning Bahasa Indonesia, Mathematics, IPAS (integrated natural and social sciences), and other subjects that depend on understanding instructions and texts. Snow (2002) explains that reading comprehension is shaped through the interaction among the reader, the text, the activity, and the context. Therefore, improving reading ability cannot be achieved merely by adding reading time; it requires a program that is managed deliberately, purposefully, and sustainably.

The *Gerakan Literasi Sekolah* (GLS, School Literacy Movement) provides a framework for reading habituation and the development of a literate environment through reading before lessons, the provision of engaging reading materials, the use of libraries and reading corners, and the involvement of the school community (Direktorat Jenderal Pendidikan Dasar dan Menengah, 2016). Minister of Education and Culture Regulation (*Permendikbud*) Number 23 of 2015 (Kementerian Pendidikan dan Kebudayaan, 2015) designates 15 minutes of reading non-textbook books as one form of character development. Ideally, a literacy program aligns students' needs, targets, activities, resources, implementation, monitoring, evaluation, and follow-up. However, studies in elementary schools indicate that implementation does not always approach this condition. Laksono and Retnaningdyah (2018) found that literacy facilities and access to books in 30 elementary schools in East Java were still below standard and that many schools had not implemented the 15-minute reading requirement. Such findings indicate that routine activities are not necessarily accompanied by uniform success indicators, well-organized coordination records, or the use of assessment results as a basis for budgeting and intervention.

This gap between the ideal and the empirical conditions matters because a program that is busy with activities does not necessarily provide appropriate support to students who are still spelling out words, students who read fluently but do not yet comprehend, or students who need enrichment. Reading habituation therefore needs to develop into activities that train main ideas, vocabulary, explicit and implicit information, inference, conclusions, evaluation, and reflection so

Copyright at authors some right reserved this work is licensed under a Creative Commons Attribution-ShareAlike 4.0 International License

that it produces observable progress in comprehension. This issue is all the more urgent because the PISA 2022 results placed Indonesian students' reading performance below the OECD average, with only about 25% of 15-year-old students reaching the minimum proficiency level in reading (OECD, 2023). Although measured among 15-year-olds, these data show the importance of strengthening reading comprehension from elementary school onward.

Literacy program management in this study is analyzed using the POAC management functions, namely planning, organizing, actuating, and controlling. This framework positions planning as the function that links organizational goals with strategies, resources, time, and indicators, and positions organizing as the arrangement of working relationships, communication, and accountability (Daft, 2017; Fattah, 2017; Mulyasa, 2019). Planning covers needs analysis and the setting of goals, activities, indicators, schedules, facilities, and budgets. Organizing covers team structure, division of tasks, coordination flows, and the involvement of the school, the library, the school committee, parents, and students. Implementation covers habituation, comprehension strategies, differentiation, cross-subject integration, and the use of the literate environment. Supervision and evaluation cover monitoring, assessment, documentation, reflection, reporting, and follow-up. Reading ability in this study is limited to reading comprehension, that is, the process of simultaneously extracting and constructing meaning through interaction and involvement with written language (Snow, 2002). Operationally, this ability includes identifying the main idea, recognizing explicit information, interpreting implicit information, understanding vocabulary in context, drawing conclusions, and retelling the content of a text.

Previous research on literacy programs in schools, particularly in elementary schools, shows two tendencies. The first tendency highlights program goals and outcomes. Kartikasari and Nuryasana (2022), through a literature review, explain that the GLS is designed to foster reading interest and improve reading skills through habituation and a literate environment, while Fitriyaningsih (2021) emphasizes the importance of implementing literacy programs to improve the reading ability of third-grade students at a *madrasah ibtidaiyah* (Islamic elementary school). Yulianti and Sukasih (2023) also report increased reading interest and reading comprehension among fourth-grade students after GLS implementation, while at the senior high school level, Setyorini et al. (2023) show through an experimental design that a literacy program improves reading comprehension scores. The second tendency highlights program governance. Prasetia and Adlan (2022) describe literacy program management in an elementary school that includes

Copyright at authors some right reserved this work is licensed under a Creative Commons Attribution-ShareAlike 4.0 International License

planning through teacher forums based on the school's annual work plan, implementation through library visits and literacy works, and programmed evaluation every semester. Hamzah et al. (2023) identify the library, reading corners, and the GLS team as supporting factors, and low reading habits and weak library management as inhibiting factors. Through a CIPP model evaluation, Pantiwati et al. (2020) examine GLS management in twelve junior high schools in Malang, while Meri et al. (2023) found that elementary schools implementing the GLS still needed a School Literacy Team, SOPs, and academic supervision.

Both tendencies provide an important foundation, but each tends to treat habituation, success factors, or evaluation as separate foci. In these studies, analyses that read all management functions, from planning to supervision and evaluation, as a single cycle linked to evidence of students' reading comprehension achievement remain limited. As a result, it is not yet sufficiently clear how schools feed assessment and evaluation data back into setting targets, selecting interventions, and preparing literacy program budgets.

This study fills that gap through a multisite study at SDN Cibarola and SDN Pasirkareumbi, Subang Regency. Both schools implement reading habituation, have a School Literacy Team, use the library and reading corners, and use assessment data as one basis for planning, yet they have different program identities and achievement profiles. SDN Cibarola developed KALIBER (*Kamis Literasi Bersama*, Thursday Literacy Together), while SDN Pasirkareumbi developed SERBU (*Selasa Membaca Buku*, Tuesday Book Reading). Unlike studies that highlight a single aspect of the program, this study reads the four POAC functions as a whole and links them to layered data, namely management process data, school-level reading assessments, and aggregate *Rapor Pendidikan* (Education Report) data. These aggregate data are not treated as sole evidence of program effects but are interpreted together with process data, because achievement is also influenced by the characteristics of student groups, the quality of instruction, family support, and changes in the school context. In this way, the study can reveal common patterns, variations in implementation, and weak points in the link between evaluation, planning, and budgeting at each school.

Based on this description, this study aims to describe the planning, organizing, implementation, and supervision and evaluation of the literacy programs at both schools; to analyze descriptively the relationship between this management and the development of students' reading comprehension; to identify supporting and inhibiting factors; and to formulate directions for program development. More specifically, the study seeks to answer how the

Copyright at authors some right reserved this work is licensed under a Creative Commons Attribution-ShareAlike 4.0 International License

functions of planning, organizing, implementation, and supervision and evaluation are carried out at SDN Cibarola and SDN Pasirkareumbi, how this management relates to the development of students' reading comprehension, what factors support and hinder the programs, and what kind of strengthening each school requires. The study is expected to enrich research in educational administration while providing a practical basis for principals and teachers to link reading culture with comprehension instruction and data-based quality improvement.

RESEARCH METHODOLOGY

This study employed a qualitative approach with a descriptive method (Creswell, 2016; Moleong, 2018) and a multisite design. This approach was chosen because the research focused on understanding in depth the program management process, the meaning of the implementers' actions, the condition of the literacy environment, and the relationship between school practices and reading achievement. The multisite analysis allowed the findings of each school to be read as a whole before they were compared to identify similarities, differences, and cross-site patterns.

The research was conducted at SDN Cibarola and SDN Pasirkareumbi, Subang Regency. The primary data sources were principals, teachers, and students involved in the literacy program, totaling 16 informants. At each school, the informants consisted of one principal, three classroom teachers (Grades II, IV, and VI), and four students (two Grade II students and two Grade V students). Supporting data sources included work programs, the RKAS (school activity and budget plan), the School Literacy Team decree, schedules, reading journals, library data, assessment results, activity documentation, student work, and the 2025 Rapor Pendidikan *Perencanaan Berbasis Data* (PBD, data-based planning) files, together with the RKT (annual work plan) and ARKAS (school budget planning application) worksheets. Informants were selected purposively by considering their roles and involvement in planning, implementation, and supervision, as well as their experience in participating in the program.

Data were collected through in-depth interviews, observation, and documentation study. Interviews with principals explored policies, planning, task allocation, supervision, support, obstacles, and follow-up. Interviews with teachers explored classroom implementation, reading strategies, assessment, differentiation, and development needs. Interviews with students explored their experiences of choosing books, participating in activities, receiving help, and understanding texts. Observation focused on the implementation of activities, student activity,

Copyright at authors some right reserved this work is licensed under a Creative Commons Attribution-ShareAlike 4.0 International License

teacher strategies, facilities, the text-rich environment, and forms of supervision. Data on the development of reading ability were obtained from school-level summaries of initial and follow-up assessments, retelling rubric summaries, and individual student progress notes. The achieved category in the assessment summaries and the retelling rubric scores (recorded score range 1-4) are presented as recorded in those summaries.

Data analysis followed the stages of data reduction, data display, and conclusion drawing and verification (Miles et al., 2014). Reduction was carried out by selecting and coding data based on the POAC functions and reading comprehension indicators. The data were then presented as descriptive accounts, interview excerpts, achievement tables, and a cross-site matrix. Conclusions were drawn gradually by looking for patterns, connections, differences, and consistent evidence across interviews, observations, documentation, and the Rapor Pendidikan. To maintain traceability, each account of findings was given cross-checked source codes, namely WKS (principal interview), WG (teacher interview), WM (student interview), Ob (observation), Dok (documentation), and PBD (Rapor Pendidikan data-based planning files), with the suffix C for SDN Cibarola and P for SDN Pasirkareumbi. Combined codes at the end of an account indicate the sources that support a finding, interview excerpts are given numbered informant codes (for example, WKS-C-01), and student progress data are given M codes (for example, M-C-01).

Data trustworthiness was strengthened through source and technique triangulation. Principals' statements were compared with the experiences of teachers and students, while interview results were checked against observations and documents. Rapor Pendidikan data were used cautiously as aggregate data. Discrepancies between sources were not immediately regarded as errors but were analyzed as clues to variations in instruments, text difficulty levels, informants' perceptions, or inconsistencies in implementation.

The analytical focus consisted of five groups: planning; organizing; implementation; supervision, evaluation, and achievement; and supporting factors, inhibiting factors, and directions for strengthening. Each finding was linked to the educational management framework, the GLS, reading comprehension theory, and the use of data for quality improvement.

RESULTS AND DISCUSSION

Overview of the Literacy Programs

The research was conducted at two public elementary schools in Subang Regency, namely SDN Cibarola and SDN Pasirkareumbi. Both schools became the research sites because they had

Copyright at authors some right reserved this work is licensed under a Creative Commons Attribution-ShareAlike 4.0 International License

implemented reading habituation, had a School Literacy Team, used the library and reading corners, and used assessment data as one basis for planning. Although they shared similar program elements, each school developed a different activity identity and implementation pattern, which made a cross-site analysis possible.

SDN Cibarola

SDN Cibarola implemented its literacy program through reading habituation of about 15 minutes before lessons and the KALIBER program (Kamis Literasi Bersama). KALIBER was the shared activity most easily recognized by the school community, while daily habituation was carried out in classrooms according to each teacher's arrangements. The program was supported by the library, a reading corner in every classroom, wall magazines, word walls, fiction and nonfiction reading materials, and the rotation of collections between classes. In the lower grades, activities mostly took the form of reading aloud and shared reading, while in the upper grades students were directed toward independent reading, discussion, summaries, and retelling the content of texts. (WKS-C; WG-C; WM-C; Ob-C; Dok-C)

Program management was the responsibility of the principal and the School Literacy Team. Classroom teachers were the main implementers of habituation, assessment, mentoring, and reading corner management; the library manager handled visit schedules, circulation, and book rotation; and administrative staff supported administration and inventory. The school committee and parents were involved through book donations, home reading journals, and communication in class parent associations. The available program evidence included the school program, the RKAS, the team decree, schedules, journals, borrowing data, KALIBER documentation, and the Rapor Pendidikan, although the filing system and cross-class summaries still needed to be standardized. (WKS-C; WG-C; Ob-C; Dok-C)

SDN Pasirkareumbi

SDN Pasirkareumbi developed reading habituation before lessons and a shared literacy activity known to students as SERBU (Selasa Membaca Buku). Classroom activities used reading aloud, shared reading, independent reading, reading journals, pictures, summaries, discussion, and retelling. The library and reading corners provided access to reading materials, while collections were rotated to reduce boredom and broaden choices. Literacy was also integrated

Copyright at authors some right reserved this work is licensed under a Creative Commons Attribution-ShareAlike 4.0 International License

into Bahasa Indonesia, Mathematics, and IPAS through texts, word problems, tables, graphs, vocabulary, and information-based tasks. (WKS-P; WG-P; WM-P; Ob-P; Dok-P)

The School Literacy Team coordinated the program under the principal's leadership. Teachers carried out classroom activities and assessments, the library manager organized circulation and collection rotation, and administrative staff assisted with administration. Parents and the school committee provided support by supplying reading materials and monitoring home reading journals. Program documents, the RKAS, the team decree, schedules, journals, book borrowing records, and the Rapor Pendidikan were in principle available, but evidence of meeting follow-up, monitoring summaries for all classes, and the link between Rapor Pendidikan recommendations and program targets had not been documented uniformly. (WKS-P; WG-P; Ob-P; Dok-P)

Literacy Program Planning

Literacy program planning at SDN Cibarola began with needs mapping through the Rapor Pendidikan, initial diagnostic assessments, and classroom reading progress notes. Teachers were involved through beginning-of-year meetings, internal working forums, and discussions of assessment results. These data were used to identify students who were still at the stage of recognizing letters or spelling out words, students who were already fluent but did not yet understand the content, and students who were already able to read independently. Classroom goals were then aligned with the *Alur Tujuan Pembelajaran* (ATP, learning objective flow) for Bahasa Indonesia and directed at the aspects that were still weak, particularly vocabulary comprehension, inference, and drawing conclusions. (WKS-C; WG-C; Ob-C; Dok-C; PBD-C)

The literacy program was included in the school program and in budget planning through the RKAS. The planned components included 15-minute reading habituation, KALIBER every Thursday, library visits, reading corner management, book rotation, reading challenges, and follow-up activities in the form of journals and literacy works. Book procurement took into account age, ability level, genre variety, student interest, and the principle of leveled or easy-to-digest books. Budget allocations were directed at purchasing and maintaining books, managing reading spaces, and supporting literacy activities. (WKS-C; WG-C; Ob-C; Dok-C)

Planning already showed a needs-based orientation, but quantitative targets per class were not presented uniformly in the documents examined. Indicators such as a reduction in the number of students needing intervention, an increase in book borrowing, the implementation of

Copyright at authors some right reserved this work is licensed under a Creative Commons Attribution-ShareAlike 4.0 International License

15-minute reading, and improved assessment results had been mentioned, but not all of them had been translated into baseline values, time targets, persons in charge, and a common reporting format. In the Rapor Pendidikan files analyzed, the RKT and ARKAS worksheets were still blank working formats and did not yet show the school's follow-up entries; the link between PBD recommendations, the program, the budget, and targets needs to be verified through the school's operational documents. (WKS-C; Ob-C; Dok-C; PBD-C)

> "Before we drew up the literacy program, we first looked at the Rapor Pendidikan results and the classroom teachers' reports. It turned out there were still children who couldn't read fluently, and some who were already fluent but didn't understand what they read. From there we put together the daily reading activities and KALIBER. It's just that, honestly, we haven't set detailed targets for improving reading ability for each class yet." (WKS-C-01, Principal of SDN Cibarola)

Planning at SDN Pasirkareumbi used the Rapor Pendidikan, initial diagnostic assessments, and classroom progress notes. Teachers were involved through beginning-of-year coordination meetings, internal working forums, and discussions of the Rapor Pendidikan. In the lower grades, mapping was carried out through recognition of letters, syllables, and simple words, and through reading aloud; in the upper grades, short texts and comprehension questions were used to identify students' ability to find information, vocabulary, inference, and conclusions. (WKS-P; WG-P; Ob-P; Dok-P; PBD-P)

> "At the start of a lesson I usually give a short text and a few questions. From the answers you can see which kids can only find information that's stated directly and which ones can already draw conclusions. That's what I use to choose texts and split up the support. As for numerical improvement targets, so far each teacher just records their own." (WG-P-02, Grade IV Teacher, SDN Pasirkareumbi)

The program was included in the school program and the RKAS, with activities consisting of reading habituation before lessons, SERBU (Selasa Membaca Buku), library visits, reading corner management, collection rotation, journals, and literacy works. Teachers selected reading materials based on age, ability, and interest, including fables, folktales, popular science, history, nonfiction books, and picture books. The goals of classroom activities were aligned with the ATP and assessment results; when students were weak in inference or drawing conclusions, activities were directed at those skills. (WKS-P; WG-P; Ob-P; Dok-P)

Copyright at authors some right reserved this work is licensed under a Creative Commons Attribution-ShareAlike 4.0 International License

Planning already had a data basis and program components, but quantitative achievement targets and uniform indicators were not yet evident across all classes. The school cited increased borrowing, the implementation of 15-minute reading, student work, parental involvement, improved Rapor Pendidikan results, and a reduction in students needing intervention as indicators of success. However, the documents analyzed did not always contain a baseline, per-semester targets, and a common summary format. The RKT and ARKAS sheets in the uploaded PBD files were still blank working formats without follow-up entries, so the formal link between PBD recommendations, program targets, and financing needs to be confirmed against school documents. (WKS-P; Ob-P; Dok-P; PBD-P)

The findings show that planning at both schools had made use of the Rapor Pendidikan, diagnostic assessments, classroom notes, the school program, and the RKAS. This practice is consistent with the concept of planning as a process of determining goals, recognizing initial conditions, choosing actions, allocating resources, and developing measures of success. Within the POAC framework used in this study, the use of baseline data shows that the schools did not rely entirely on habit or intuition but had begun to build programs based on students' needs.

Daft (2017), Fattah (2017), and Mulyasa (2019) position planning as the function that links organizational goals with strategies, resources, time, and indicators. At both sites, the elements of goals, schedules, personnel, facilities, and budget had emerged. However, the element of measurable indicators was incomplete because targets per class, baselines, deadlines, and reporting formats were not yet uniform. Thus, planning can be judged to have met the basic elements but had not yet fully become performance planning that allows progress to be measured consistently.

This finding is consistent with Prasetia and Adlan (2022), who describe elementary school literacy program planning through teacher forums based on the school's annual work plan, together with programmed evaluation every semester. Both schools in this study also involved teachers through beginning-of-year meetings, but their evaluation was not yet supported by uniform targets and summary formats. The selection of reading materials based on age, ability, and interest supports the principle of developmentally appropriate literacy. However, PBD recommendations did not appear to be explicitly linked to the RKT and ARKAS entries in the files analyzed. This indicates a gap between the use of data as material for discussion and the institutionalization of data into the chain of planning, budgeting, implementation, and evaluation.

Copyright at authors some right reserved this work is licensed under a Creative Commons Attribution-ShareAlike 4.0 International License

From a policy perspective, reading habituation, a text-rich environment, and the provision of reading materials in accordance with Permendikbud Number 23 of 2015 and the Gerakan Literasi Sekolah guidelines (Kementerian Pendidikan dan Kebudayaan, 2015; Direktorat Jenderal Pendidikan Dasar dan Menengah, 2016) had been incorporated into the designs of both schools. The next step in strengthening is not merely to add activities but to set targets based on ability groups. For example, schools could set targets for reducing the group far below the minimum, improving L1 (accessing information), and improving literary text competence, with semester indicators. Planning of this kind would make the Rapor Pendidikan function as a basis for decisions rather than merely a reporting document.

Viewed from the value system proposed by Sanusi (2015), planning at both schools contained teleological values because it was directed at improving reading ability, logical values because it used assessment, and ethical values because it sought to provide services according to students' needs. These values need to be strengthened through transparent decisions, realistic targets, and priority for the students who are furthest behind, so that the principle of fairness in educational services is visible in both documents and practice.

Literacy Program Organizing

SDN Cibarola had a School Literacy Team that worked under a principal's decree. The principal acted as the person in charge, policy director, and budget decision maker. The literacy team and the curriculum development team prepared schedules and coordinated activities. Classroom teachers were the main implementers of habituation, the integration of literacy into learning, reading assessment, student mentoring, and reading corner management. The library manager organized visits, circulation, inventory, and the rotation of book boxes, while administrative staff supported administrative record keeping. (WKS-C; WG-C; Ob-C; Dok-C)

Coordination was carried out through teacher meetings, evaluation meetings, communication among teachers, and the scheduling of library visits. Books from the library were borrowed collectively to be placed in reading corners and rotated periodically. Students were involved through reading corner duty rosters, reading groups, peer tutoring, and the *Duta Literasi Kelas* (class literacy ambassadors). The school committee and parents were involved through the provision of suitable books, monitoring of home journals, and communication in class parent associations. This pattern extended responsibility for the program from the school level to the classroom and the home. (WKS-C; WG-C; WM-C; Ob-C; Dok-C)

Copyright at authors some right reserved this work is licensed under a Creative Commons Attribution-ShareAlike 4.0 International License

The division of roles was already recognizable to the implementers, but coordination records were not yet fully systematic. Meeting schedules, minutes, follow-up lists, reports from persons in charge, and evidence of problem resolution did not yet use a single format. This condition could make the program's sustainability highly dependent on informal communication and individual commitment. Strengthening organizational administration is needed so that changes in personnel do not disrupt program consistency. (WKS-C; WG-C; Ob-C; Dok-C)

> "Every teacher is responsible for the reading corner and the literacy activities in their own class. If the books start not getting read much, we can borrow other collections from the library. The kids also help tidy up the books. But the activity reports and reading progress are still kept by each teacher." (WG-C-01, Grade II Teacher, SDN Cibarola)

At SDN Pasirkareumbi, the School Literacy Team was formed through a principal's decree and was tasked with planning, coordinating, monitoring, and evaluating the program. The principal set policies and the budget; classroom teachers managed habituation, assessment, reading corners, and literacy integration; the library manager organized circulation, visit schedules, and book rotation; and administrative staff assisted with administration and inventory. This structure had divided strategic, academic, facility, and administrative functions. (WKS-P; WG-P; Ob-P; Dok-P)

Coordination was carried out through teacher meetings, program evaluation, communication between classes, and joint arrangements with the library. Students were given duties such as tidying books, reading independently or in groups, and helping classmates, and in some classes they served as Duta Literasi. Parents were involved through home reading journals, class groups, the provision of reading materials, and communication about student progress. (WKS-P; WG-P; WM-P; Ob-P; Dok-P)

The division of roles was understood, but evidence of coordination and follow-up had not been archived consistently. Minutes, monitoring schedules, class reports, and results summaries were not always kept in a single documentation system. As a result, program data were available in various forms but were not easy to compare across classes and periods. (WKS-P; WG-P; Ob-P; Dok-P)

> "The School Literacy Team has been set up through an SK, and everyone has their own tasks. Teachers handle activities in class, the library helps provide books, and the team coordinates SERBU. Coordination is usually through teacher meetings, but, well, the notes

Copyright at authors some right reserved this work is licensed under a Creative Commons Attribution-ShareAlike 4.0 International License

from the meetings and the follow-up haven't all been collected in one document yet." (WKS-P-01, Principal of SDN Pasirkareumbi)

Both schools had formed a School Literacy Team and divided roles among the principal, teachers, the library manager, administrative staff, students, the school committee, and parents. This structure corresponds to the organizing function in POAC, namely grouping work, assigning responsibilities, delegating authority, and building coordination. The principal played a strategic role, teachers were academic implementers, the library supported resources, and parents extended habituation into the home.

Fattah (2017) and Mulyasa (2019) emphasize that an organizational structure becomes effective only when working relationships, communication flows, and accountability are understood. The findings show that the division of tasks was clear in practice, but evidence of coordination, minutes, follow-up, and reports did not yet use a uniform system. This means that the organization had been formed structurally, but its working mechanisms had not all been documented as stable procedures. The resulting risk is that the program depends on particular individuals and becomes difficult to evaluate when staff change.

Involving students in reading corner duty, peer tutoring, or as Duta Literasi is an organizational strength because it creates program ownership. Involving parents through journals and class groups also supports the literacy ecosystem. This finding is consistent with the Gerakan Literasi Sekolah, which positions literacy as a movement of the whole school community rather than solely the task of Bahasa Indonesia teachers. However, parental participation was uneven, so schools need to differentiate communication strategies for active families and for families that need more intensive support.

Stronger organizing requires activity SOPs, a coordination calendar, annual job descriptions, monitoring formats, and a data review forum. The Literacy Team should not merely coordinate events but should function as a quality improvement team that reads the distribution of abilities, assesses the effectiveness of strategies, and ensures follow-up. At this point, the organizing function is directly connected to supervision and teachers' professional learning. This finding extends Meri et al. (2023), who found that elementary schools implementing the GLS still needed a School Literacy Team, SOPs, and academic supervision. At both schools in this study, the School Literacy Team had been formed through a decree, so the need for strengthening shifts to SOPs, coordination records, and follow-up mechanisms.

Literacy Program Implementation

Copyright at authors some right reserved this work is licensed under a Creative Commons Attribution-ShareAlike 4.0 International License

At SDN Cibarola, the program was implemented through reading habituation before lessons and KALIBER every Thursday. The daily activity gave students time to choose and read books, while KALIBER provided space for shared activities, presentations of what students had read, or literacy works. Students recognized Thursday as the prominent literacy time but also stated that they took part in about 15 minutes of reading on almost every school day. This finding indicates two layers of activity, namely a classroom routine and weekly school-level reinforcement. (WKS-C; WG-C; WM-C; Ob-C; Dok-C)

Strategies were adjusted to students' development. In the lower grades, teachers used reading aloud, shared reading, recognition of letters and syllables, and texts with dominant illustrations and short sentences. In the upper grades, teachers applied independent reading, guided reading, discussion, concept maps, word walls, KWL charts, tiered questions, summaries, and retelling. Students who were not yet fluent received flexible grouping, peer tutoring, additional time, and simpler reading materials. (WG-C; WM-C; Ob-C; Dok-C)

> "The kids read for about fifteen minutes before class. After that I sometimes ask them to explain what they read, find the main idea, or write a summary. The ones who are already fluent can usually retell it, but if the question is about something that isn't written directly, a lot of them still need guidance." (WG-C-03, Grade VI Teacher, SDN Cibarola)

Literacy was not positioned merely as a separate activity but was integrated into various subjects. In Bahasa Indonesia, students practiced finding main ideas, detailed information, vocabulary, and conclusions. In Mathematics, literacy was used to understand word problems and information in tables; in science and social studies content, it was used to read informational texts and infographics and to explain cause-and-effect relationships. After reading, students were asked to retell, write journals, make summaries or drawings, answer questions, and share responses. (WG-C; WM-C; Ob-C; Dok-C)

Basic facilities had been used, namely the library, a reading corner in every classroom, wall magazines, posters, and a text-rich environment. Book rotation helped vary the collection, but the number of leveled books, illustrated nonfiction books, and educational comics was uneven. The comfort of some reading corners and the arrangement of the library also still varied. Student participation was higher when texts were engaging, illustrated, matched their interests, and were followed by interactive activities; conversely, books that were too thick or contained many difficult words tended to reduce interest. (WG-C; WM-C; Ob-C; Dok-C)

Copyright at authors some right reserved this work is licensed under a Creative Commons Attribution-ShareAlike 4.0 International License

At SDN Pasirkareumbi, implementation consisted of reading habituation of about 15 minutes before lessons and a shared activity known as SERBU (Selasa Membaca Buku). Students described SERBU on Tuesdays as the clearest shared schedule, while also stating that reading before lessons took place almost every day. The shared activity could be followed by discussion, presentations of what students had read, or a showcase of works, while the classroom routine focused on reading habits and text comprehension. (WKS-P; WG-P; WM-P; Ob-P; Dok-P)

In the lower grades, teachers used read-alouds, shared reading, word repetition, pictures, and short texts. In the upper grades, students mostly read independently, marked important information, held discussions, wrote summaries, filled in journals, and retold texts. Strategies for practicing comprehension included before-, during-, and after-reading questions, word walls, KWL charts, prediction, vocabulary recognition in context, and inferential questions. Students who were not yet fluent received mentoring, simpler books, flexible grouping, and peer tutoring. (WG-P; WM-P; Ob-P; Dok-P)

> "For kids who aren't fluent yet, I use picture books and we read together. Once they can read sentences, I start giving simple questions about the characters or what happens in the story. Not every child can keep up at the same pace, so I adjust the reading material." (WG-P-01, Grade II Teacher, SDN Pasirkareumbi)

Literacy was integrated into Bahasa Indonesia, Mathematics, and IPAS. Teachers used texts, word problems, tables, graphs, and information sources to practice understanding instructions, identifying facts, recognizing cause-and-effect relationships, and re-presenting information. Follow-up after reading took the form of oral questions, journals, summaries, drawings, retelling, and simple works. Students stated that the teacher's help with difficult words and the chance to reread helped them understand texts. (WG-P; WM-P; Ob-P; Dok-P)

> "I like Tuesdays because there's SERBU. Usually we read storybooks, and then sometimes we're asked to tell what happened. If there's a word I don't understand, I ask the teacher. I like books with pictures better because the story is easier to understand." (WM-P-03, Student, SDN Pasirkareumbi)

The library, reading corners, wall magazines, and a text-rich environment had been used. Collections were rotated so that choices changed periodically, but the variety of leveled texts, educational comics, and illustrated nonfiction books still needed to be increased. Student participation was relatively good when texts matched their interests and had illustrations,

Copyright at authors some right reserved this work is licensed under a Creative Commons Attribution-ShareAlike 4.0 International License

whereas thick texts, difficult words, or less engaging themes were obstacles. (WG-P; WM-P; Ob-P; Dok-P)

Fifteen-minute reading habituation, KALIBER, SERBU, reading corners, library visits, journals, retelling, and cross-subject integration show that both schools had implemented the habituation and development stages of the Gerakan Literasi Sekolah. This finding is consistent with Kartikasari and Nuryasana (2022), who position reading activities, engaging reading materials, a literate environment, and community involvement as important components of a literacy culture. This habituation is also relevant to the meta-analysis by Mol and Bus (2011), which shows a relationship between print exposure and reading comprehension, including the benefits of independent reading for weaker readers.

The variety of strategies according to developmental level is a positive aspect. Reading aloud and shared reading in the lower grades model fluency, vocabulary, and comprehension; independent reading, discussion, inference, summaries, and retelling in the upper grades develop meaning processing. Snow (2002) emphasizes that reading comprehension is formed through the interaction of reader, text, activity, and context. The findings at both schools show all four elements, especially when teachers matched texts to ability, set reading purposes, and connected texts with experiences or subjects.

Nevertheless, the low L1 dimension (accessing and retrieving text content) in both PBD files shows that reading frequency does not automatically produce the ability to find information accurately. This pattern can be read through the PISA 2018 reading framework, which distinguishes the processes of locating information, understanding, and evaluating and reflecting (OECD, 2019), so the ability to locate information needs to be practiced as a distinct process. Habituation activities need to be complemented by explicit instruction, such as setting a reading purpose, scanning for keywords, recognizing text structure, marking evidence, and rechecking answers. For literary texts, teachers need to gradually practice the relationships among characters, setting, conflict, message, implicit evidence, and plot changes.

The integration of literacy into Mathematics, IPAS, IPA/IPS (science/social studies), tables, graphs, and word problems is a strength because reading is positioned as a learning tool. Slavin et al. (2009) show that explicit and cooperative comprehension strategies can support reading ability. The practices of peer tutoring, discussion, and guided reading at both schools are consistent with this principle, but their implementation needs to be monitored so that stronger students do not always take over and weaker students continue to practice actively.

Copyright at authors some right reserved this work is licensed under a Creative Commons Attribution-ShareAlike 4.0 International License

Student interest increased with picture books and engaging themes, while texts that were too thick or difficult reduced engagement. This confirms that a collection is not merely a matter of the number of books but of the suitability of level, genre, representation, and learning goals. Adding leveled literary books, illustrated nonfiction, educational comics, and local informational texts would support differentiation. Comfortable reading spaces and planned rotation can also maintain novelty and access. These issues of collections and access to reading materials are consistent with Laksono and Retnaningdyah (2018), who found that literacy facilities and access to books in elementary schools remained obstacles to GLS implementation.

Supervision, Evaluation, and Reading Achievement

At SDN Cibarola, supervision was carried out at several levels. Teachers monitored attendance and engagement through daily observation, reading journals, assignment results, comprehension questions, and retelling. The School Literacy Team conducted weekly monitoring of KALIBER, library visits, and borrowing data. The principal conducted classroom supervision and periodically checked reading corners and control documents. Monitoring results were discussed in meetings and used for remediation, grouping, changes of strategy, and rotation of reading materials. (WKS-C; WG-C; Ob-C; Dok-C)

> "We monitor how literacy is carried out through classroom supervision, teachers' reports, and the KALIBER activities. Teachers usually tell us which kids still need help with reading. We do evaluate, but the progress results from all the classes haven't been put together in one format, so it's not easy yet to see the school's progress as a whole." (WKS-C-01, Principal of SDN Cibarola)

Classroom evaluation instruments included short texts with comprehension questions, a retelling rubric, progress notes, journals, and text-based assignments. Feedback was given in the form of positive reinforcement, re-explanation, prompting questions, and opportunities to reread. Students who had not reached the target received teacher mentoring, peer tutoring, easier reading materials, and targeted practice. Results were also communicated to the principal and parents through meetings, class reports, journals, or communication groups. (WG-C; WM-C; Ob-C; Dok-C)

Observations and interviews showed that students tended to find explicit information and main ideas in simple texts more easily. Upper-grade students were beginning to draw conclusions, connect texts with their experiences, and express opinions, but inferential questions

Copyright at authors some right reserved this work is licensed under a Creative Commons Attribution-ShareAlike 4.0 International License

and difficult vocabulary still required support. In the lower grades, changes were more apparent in word recognition, fluency, and confidence in reading aloud. Teachers also observed that reading comprehension helped students interpret instructions and word problems in other subjects. (WG-C; WM-C; Ob-C; Dok-C)

> "When we finish reading, sometimes we get asked about the story. I can usually answer who the characters are and what happened. But if I'm asked why the character did something, sometimes I have to read it again or the teacher helps me." (WM-C-02, Student, SDN Cibarola)

The 2025 Rapor Pendidikan placed SDN Cibarola's literacy ability in the Moderate category. The percentage of students reaching minimum competence was 55.00%, down 5.00 points from 60.00%. The A.1 indicator score was 55.56. In the cognitive process dimensions, the score for accessing and retrieving text content (48.59) was the lowest, compared with interpreting and understanding (61.37) and evaluating and reflecting (59.11). Competence in literary texts (50.63) was also lower than in informational texts (60.43). The PBD priority recommendations directed attention to literary text competence and support for teacher reflection. These data reinforce the need for explicit practice in locating information and reading literary texts, and for intervention for groups of students below minimum competence. (PBD-C)

At SDN Pasirkareumbi, teachers monitored activities through daily observation, reading journals, assignments, comprehension questions, and retelling. The principal conducted classroom supervision and reviewed the use of reading corners, while the Literacy Team discussed program implementation in meetings. Evaluation results were used for remediation, grouping, strategy adjustment, book rotation, and communication with parents. (WKS-P; WG-P; Ob-P; Dok-P)

Comprehension assessment covered main ideas, explicit information, implicit information, word meanings, conclusions, and the ability to re-explain. Feedback was given through praise, correction, re-explanation, prompting questions, and opportunities to reread. Students reported that when they did not yet understand a text, they reread it, asked the teacher or a classmate, and used sentence context to guess the meaning of words. (WG-P; WM-P; Ob-P; Dok-P)

Data triangulation showed that students were generally stronger at finding directly stated information and naming the main idea of simple texts. Inference, interpretation of difficult vocabulary, and drawing conclusions required greater support, especially for students with low

Copyright at authors some right reserved this work is licensed under a Creative Commons Attribution-ShareAlike 4.0 International License

fluency. In the upper grades, the ability to retell in their own words and respond to text content was beginning to emerge, while the lower grades showed progress in word recognition, fluency, and reading confidence. (WG-P; WM-P; Ob-P; Dok-P)

> "I assess reading ability from their answers to questions, their summaries, and when the kids retell the story. There's a child who at first could only name the characters, and now can already explain the order of the story. But for working out the message of the story or understanding hard words, some of them still need help." (WG-P-02, Grade IV Teacher, SDN Pasirkareumbi)

The 2025 Rapor Pendidikan placed SDN Pasirkareumbi's literacy in the Good category. The percentage of students reaching minimum competence was 80.95%, up 18.45 points from 62.50%, with an A.1 indicator score of 57.00. Although the aggregate improved, the score for accessing and retrieving text content (47.58) was the lowest; the score for interpreting and understanding was 62.71, and for evaluating and reflecting, 63.98. Competence in literary texts (53.41) and informational texts (58.93) both declined compared with the previous results, while the proportion of students far below minimum competence rose to 14.29%. The PBD recommendations identified literary texts and learning/reflection as root problems to be addressed. These data show the need to sustain the aggregate improvement while providing intensive intervention to the groups that are still far behind. (PBD-P)

Table 1. Comparison of 2025 Rapor Pendidikan Literacy Achievement

Indicator	**SDN Cibarola**	**SDN Pasirkareumbi**	**Analytical Notes**
Literacy ability category	Moderate	Good	Aggregate school category for indicator A.1.
Students reaching minimum competence	55.00%	80.95%	Pasirkareumbi had a higher proportion reaching the minimum.
Change from previous achievement	-5.00 points	+18.45 points	The direction of aggregate change differed between the two schools.

Copyright at authors some right reserved this work is licensed under a Creative Commons Attribution-ShareAlike 4.0 International License

Indicator	SDN Cibarola	SDN Pasirkareumbi	Analytical Notes
Above minimum competence	15.00%	4.76%	Cibarola had a higher proportion above the minimum.
Reaching minimum competence	40.00%	76.19%	Most Pasirkareumbi students were exactly at the minimum category.
Below minimum competence	30.00%	4.76%	The group below the minimum was larger at Cibarola.
Far below minimum competence	15.00%	14.29%	Both schools still had a group requiring intensive intervention.
Indicator A.1 score	55.56	57.00	Scores were relatively close despite different category distributions.
Informational text competence	60.43	58.93	Cibarola was higher on informational texts.
Literary text competence	50.63	53.41	Both need to strengthen literary texts.
L1 accessing/retrieving text content	48.59	47.58	The lowest dimension at both schools.
L2 interpreting/understanding	61.37	62.71	Both were stronger in interpretation

Copyright at authors some right reserved this work is licensed under a Creative Commons Attribution-ShareAlike 4.0 International License

Indicator	SDN Cibarola	SDN Pasirkareumbi	Analytical Notes
			than in accessing information.
L3 evaluating/reflecting	59.11	63.98	Pasirkareumbi was higher in evaluation and reflection.
Related root problems/recommendations	Literary texts; support for teacher reflection	Literary texts; learning and reflection	Recommendations at both schools point to the quality of learning and literary texts.

Source: 2025 Rapor Pendidikan of both schools, processed by the researchers (2026).

However, differing summary formats across classes limited the schools' ability to see trends. Effective supervision requires input, process, output, and outcome indicators. Inputs include collections and time; processes include implementation and the quality of mentoring; outputs include journals, borrowing, and student works; and outcomes include progress in reading ability. Without a data system that brings these four together, schools find it difficult to determine which activities most help particular groups.

The PBD data in Table 1 present a complex picture. Cibarola had 55% of students reaching the minimum and a Moderate category, but showed relatively stronger scores for informational texts and L2. Pasirkareumbi had 80.95% reaching the minimum and a Good category, but still had 14.29% of students far below the minimum and declines in L1 and in both text types. The difference between aggregate scores and distributions confirms that evaluation should not rely on a single number. Schools need to read the proportion in each category, subcompetencies, text types, and classroom assessment results.

The interview and observation finding that students found explicit information more easily than they made inferences needs to be read together with the PBD. In the PBD, L1 was in fact the lowest score, while L2/L3 were higher. This discrepancy may arise from differences in assessment tasks, text difficulty, or informants' perceptions. Triangulation does not mean that all sources must be identical; the discrepancy serves as a clue for schools to retest ability with a

Copyright at authors some right reserved this work is licensed under a Creative Commons Attribution-ShareAlike 4.0 International License

common instrument covering literary and informational texts; literal, inferential, and evaluative questions; vocabulary; and retelling.

School-level summaries of the initial and follow-up assessments show the development of reading ability at both schools (Table 2). At SDN Cibarola, the number of students achieving the target rose from 48 to 71 of the 112 students assessed (42.9% to 63.4%), while at SDN Pasirkareumbi it rose from 66 to 86 of 117 students (56.4% to 73.5%). The increase occurred in both the Grade I-III and Grade IV-VI groups at both schools. These data are descriptive and are therefore not treated as sole evidence of program effects but are read together with process data and the Rapor Pendidikan.

Table 2. Summary of School-Level Initial and Follow-up Assessments

School	Grade group	Students assessed	Initially achieved	Achieved at follow-up
SDN Cibarola	I-III	54	21 (38.9%)	33 (61.1%)
SDN Cibarola	IV-VI	58	27 (46.6%)	38 (65.5%)
Total SDN Cibarola		112	48 (42.9%)	71 (63.4%)
SDN Pasirkareumbi	I-III	57	30 (52.6%)	40 (70.2%)
SDN Pasirkareumbi	IV-VI	60	36 (60.0%)	46 (76.7%)
Total SDN Pasirkareumbi		117	66 (56.4%)	86 (73.5%)

Source: Research results, 2026.

The retelling rubric summary for four students also shows an increase in score for every student recorded (Table 3). Individual progress notes show a pattern consistent with the interview findings. In the initial assessment, M-C-01 tended to repeat sentences from the text when asked for the main idea; in the follow-up assessment, this student began to be able to retell the content of the text in a simple sequence, but cause-and-effect relationships and the message of the story still required prompting questions from the teacher. M-P-01 was initially already fluent in finding explicit information but had difficulty interpreting vocabulary in context and drawing conclusions; in the follow-up assessment, this student was able to explain the main idea and the sequence of events, while more complex inferential questions still required support.

Copyright at authors some right reserved this work is licensed under a Creative Commons Attribution-ShareAlike 4.0 International License

Table 3. Summary of the Retelling Rubric

Student	School	Initial score	Follow-up score	Progress notes
M-C-01	SDN Cibarola	1	3	From only naming characters to being able to explain a simple plot
M-C-02	SDN Cibarola	2	3	Beginning to convey the main idea in own words
M-P-01	SDN Pasirkareumbi	2	4	Able to retell the plot and explain the message of the story
M-P-02	SDN Pasirkareumbi	1	2	Beginning to convey part of the content with support

Source: Research results, 2026.

Snow (2002) positions comprehension as a complex process, so assessment needs to cover more than fluency. At both schools, retelling rubrics, questions, and journals had been used, but standardizing the rubrics would improve comparability. Brief diagnostic assessments could be conducted each quarter, with the results mapped by indicator to determine intensive groups, reinforcement groups, and enrichment groups. The progress recorded in Table 2 and Table 3 is consistent with Yulianti and Sukasih (2023), who reported improved reading comprehension among students after GLS implementation. However, unlike the experimental design of Setyorini et al. (2023), this study did not use a comparison group, so this progress is read as a descriptive indication that accompanies program management rather than as evidence of program effects.

Copyright at authors some right reserved this work is licensed under a Creative Commons Attribution-ShareAlike 4.0 International License

Supervision also needs to strengthen teacher reflection, in line with the PBD recommendations. Evaluation meetings should not merely check whether activities have been carried out but should discuss evidence of learning, student responses, the suitability of texts, and changes in strategy. In this way, controlling functions as organizational learning rather than merely administrative control.

Supporting Factors, Inhibiting Factors, and Directions for Program Development

At SDN Cibarola, the factors supporting the program included the principal's commitment, *Dana BOS* (School Operational Assistance)/RKAS fund allocations, the existence of the School Literacy Team, teacher involvement, the library and reading corners, the KALIBER activity, support from some parents, and students' interest in engaging texts. Teachers had also used differentiation strategies, peer tutoring, and leveled materials to address the diversity of abilities. (WKS-C; WG-C; WM-C; Ob-C; Dok-C)

The obstacles identified included wide differences in reading ability within a single class, short attention spans, the influence of gadget use at home, limited time, unevenly varied collections, the comfort of reading spaces, and unequal family support. In addition, cross-class progress summaries, quantitative indicators, and the link between PBD recommendations and follow-up plans had not been documented in a single system. (WKS-C; WG-C; WM-C; Ob-C; Dok-C; PBD-C)

> “The teachers are pretty active in running literacy, and the school provides a budget for books. The problem is, the kids' abilities vary, while the collection of books that suits every level still isn't enough. Support from parents isn't the same either. Some help their kids read at home, some leave it entirely to the school.” (WKS-C-01, Principal of SDN Cibarola)

> “I like reading picture stories. If the book has too much writing, sometimes I don't finish reading it. At home I read sometimes, but more often I play on my phone. At school there are friends and teachers who get us to read.” (WM-C-03, Student, SDN Cibarola)

The strengthening priorities that emerged from the data as a whole were setting class targets based on baselines, standardizing instruments and progress summaries, adding leveled literary and nonfiction books, strengthening strategies for accessing information and making inferences, training teachers in reading comprehension and digital literacy, revitalizing reading spaces, and enhancing partnerships with parents. The KALIBER program can be retained as the

Copyright at authors some right reserved this work is licensed under a Creative Commons Attribution-ShareAlike 4.0 International License

school's identity, but its success needs to be linked more clearly to progress data for each group of students. (WKS-C; WG-C; WM-C; Ob-C; Dok-C; PBD-C)

At SDN Pasirkareumbi, the program was supported by the principal's leadership, the School Literacy Team, teachers who actively provided mentoring, budget support, reading corners and the library, book rotation, parental involvement, and students' enthusiasm for stories and picture books. The strategies of reading aloud, guided reading, peer tutoring, journals, and retelling also served as assets for adapting services to students' needs. (WKS-P; WG-P; WM-P; Ob-P; Dok-P)

The obstacles included differences in ability within a single class, limited time, easily distracted concentration, the influence of gadgets, collection variety, the comfort of reading corners, and uneven home support. From a management perspective, targets and cross-class summaries were not yet standardized, documentation of follow-up was not yet consistent, and the PBD data showed that a group far below minimum competence remained even though overall achievement had increased. (WKS-P; WG-P; WM-P; Ob-P; Dok-P; PBD-P)

> "If the book is interesting, it's easier to get the kids to read. But when the text is too long or has lots of hard words, they lose focus quickly. Lesson time is limited too, so the kids who are still struggling need extra support." (WG-P-03, Grade VI Teacher, SDN Pasirkareumbi)

The strengthening priorities included setting targets based on ability groups, standardizing assessments and summaries, a special intervention program for the group far below the minimum, adding literary books and leveled texts, practice in accessing information in texts, training in comprehension strategies and digital literacy, strengthening record keeping, and home reading partnerships. The aggregate improvement needs to be sustained by monitoring the distribution of abilities rather than relying on a single school average. (WKS-P; WG-P; WM-P; Ob-P; Dok-P; PBD-P)

The main supporting factors at both schools were the principal's leadership, teacher commitment, the Literacy Team, the budget, basic facilities, a weekly program identity, student involvement, and support from some parents. These factors show that the programs already had structural and cultural capital. KALIBER and SERBU helped maintain the visibility of the programs, while classroom routines provided continuity.

The obstacles included variation in ability, short attention spans, gadgets, time, collections, the comfort of spaces, and home support. These obstacles are interrelated. Students who are not yet fluent need time and easier texts; when collections are unsuitable, interest

Copyright at authors some right reserved this work is licensed under a Creative Commons Attribution-ShareAlike 4.0 International License

declines; and when home support is weak, practice does not continue. Therefore, the solution cannot simply be adding events but must combine differentiation, leveled materials, family support, and the strengthening of teacher competence. This pattern is consistent with Hamzah et al. (2023), who identified the library, reading corners, and the GLS team as supporting factors and low reading habits as an inhibiting factor. This study adds that obstacles also arise at the management level, namely targets and progress summaries that have not been standardized.

The most urgent direction for development is to build a data-based cycle: needs identification, target setting, intervention selection, implementation, monitoring, reflection, and improvement. This cycle needs to be incorporated into the RKT/RKAS with clear indicators. For Cibarola, the main concerns are the group below the minimum, L1, and literary texts. For Pasirkareumbi, the main concerns are maintaining minimum achievement while reducing the group far below it and restoring L1 and the text types that declined.

Teachers' professional development needs to be directed toward explicit comprehension strategies, diagnostic assessment, the use of multimodal texts, safe digital literacy, and differentiation. Training should be followed by classroom practice, peer observation, analysis of student results, and reflection. With this pattern, the development of teacher competence is directly linked to the needs identified in the PBD rather than being a separate activity.

Parent partnerships can be strengthened through brief reading guides, realistic home reading choices, progress communication, and activities that do not burden families. Reading journals need to function as a communication tool rather than merely as evidence of a signature. Schools can also make use of classroom libraries, weekend borrowing, and level-appropriate book recommendations so that access does not stop at school.

Overall, literacy program management at both schools had carried out the functions of planning, organizing, implementation, and supervision and evaluation, but had not yet been fully integrated as a data-based quality improvement system. The programs had built habits and a literate environment; the next stage is to strengthen targeting accuracy, consistency of implementation, the quality of comprehension strategies, standardization of evaluation, and follow-up for groups of students. These findings show that improving reading ability requires a balance between reading culture and planned comprehension instruction.

Copyright at authors some right reserved this work is licensed under a Creative Commons Attribution-ShareAlike 4.0 International License

Cross-Site Findings

Comparatively, both schools had similar management patterns: assessment-based planning, the division of roles through the School Literacy Team, reading habituation, the use of the library and reading corners, evaluation through journals and formative assessment, and services for students who need support. The differences lay in the identity of activities and priority needs. SDN Cibarola stood out through KALIBER and needed to strengthen the standardization of targets and the documentation of progress, while SDN Pasirkareumbi stood out through SERBU and needed a dual strategy of intervention for the group far below the minimum and enrichment in advanced comprehension.

The cross-site comparison shows that both schools had carried out the basic functions of literacy program management, but the degree of formality in measurement and the character of student achievement differed. The cross-site findings are summarized in Table 4.

Table 4. Cross-Site Findings Matrix

Aspect	SDN Cibarola	SDN Pasirkareumbi
Planning	Based on the Rapor Pendidikan, diagnostic assessments, the school program, and the RKAS; quantitative targets per class not yet uniform.	Based on the Rapor Pendidikan, diagnostic assessments, the school program, and the RKAS; baselines and cross-class targets need standardization.
Organizing	SK-based Literacy Team and division of roles in place; coordination records not yet uniform.	SK-based Literacy Team with a similar division of roles; evidence of meetings and follow-up still scattered.
Implementation	15-minute reading, KALIBER, library, reading corners, journals, retelling, and cross-subject integration.	15-minute reading, SERBU, library, reading corners, journals, student works, retelling, and cross-subject integration.
Evaluation	Observation, journals, assessment, team monitoring, and supervision;	Observation, journals, assessment, supervision, and

Copyright at authors some right reserved this work is licensed under a Creative Commons Attribution-ShareAlike 4.0 International License

Aspect	SDN Cibarola	SDN Pasirkareumbi
	cross-class summaries not yet standardized.	evaluation meetings; cross-class analysis not yet uniform.
Achievement	55.00% reaching the minimum; Moderate category; information access and literary texts need strengthening.	80.95% reaching the minimum; Good category; the group far below the minimum and information access need strengthening.
Direction for strengthening	Baseline-based targets, data standardization, group intervention, leveled/literary books, and parent partnerships.	Monitoring of ability distribution, intensive intervention, data standardization, informational/literary texts, and parent partnerships.

Source: Research results, 2026.

Implications for Program Management

The findings show that reading routines are a foundation, not an end goal. Habituation builds access, interest, and school identity, whereas progress in comprehension requires explicit instruction: setting reading purposes, recognizing text structure, finding evidence, interpreting vocabulary, making inferences, drawing conclusions, comparing information, and retelling. This principle is consistent with Shanahan et al. (2010), who recommend teaching comprehension strategies, text structure, and meaningful discussion of text content for students in the early grades, and with Slavin et al. (2009), who emphasize the importance of effective reading practices and instructional support.

The managerial implication is that schools need to build a data cycle that is simple but consistent. Schildkamp (2019) describes the use of data for school improvement as an iterative cycle that includes goal setting, data collection, sense-making, improvement actions, and evaluation, with data literacy and leadership as the main enablers. Baseline data are used to set targets per class and ability group; activities and budget support are selected based on the targets; implementation is recorded using the same indicators; assessment results and portfolios are reviewed periodically; and improvement decisions are then fed back into the RKT and RKAS.

Copyright at authors some right reserved this work is licensed under a Creative Commons Attribution-ShareAlike 4.0 International License

This cycle keeps the program from depending on ceremonial events and ensures that resources are directed toward students' needs.

The principal plays an important role in maintaining the link between structure and practice. The team decree needs to be followed by job descriptions, a coordination schedule, monitoring formats, and evidence of follow-up. Supervision should not merely check whether activities take place but should assess the quality of reading interactions, the suitability of materials, prompting questions, differentiation, and teacher feedback. This is consistent with Hallinger (2011), who identifies leadership focus, school context, and shared leadership as pathways through which leadership contributes to learning, so the principal's role does not end with establishing the team structure.

Differentiation needs to be applied in two directions. Tomlinson (2014) views differentiation as the way teachers respond to the diverse needs, interests, and abilities of students within a single class. Students far below the minimum need intensive intervention in decoding, fluency, vocabulary, and explicit information, as well as guided reading with easy-to-digest texts. Students who have reached the minimum need practice in inference, evaluation, reflection, and cross-text comparison. High-ability students need enrichment so that the proportion above the minimum increases. In this way, aggregate achievement does not mask the needs of different groups.

Collections and literacy environments should be judged by their use, readability, and fit with targets, not merely by the number of books. Both schools need leveled texts, literary texts, illustrated nonfiction, educational comics, and high-quality informational texts. Collection rotation, a simple catalog, borrowing data, and a comfortable arrangement of space can broaden choices and reduce boredom. Student participation as Duta Literasi, peer tutors, reading corner managers, or presenters of works can build a sense of ownership without replacing teachers' pedagogical responsibility.

Family partnerships need to use realistic and inclusive strategies. Sénéchal and LeFevre (2002) show that home literacy experiences, such as exposure to books and parents' teaching of literacy, are related to the development of children's reading ability. Reading journals and class groups can help, but home support is uneven. Schools can provide brief guides to shared reading, gadget-free activity options, book borrowing for home use, and specific progress communication. Families who need more intensive support should be reached without labeling or demands that do not suit their circumstances.

Copyright at authors some right reserved this work is licensed under a Creative Commons Attribution-ShareAlike 4.0 International License

Overall, program management at both schools had carried out the basic POAC functions and built a literate environment. The next stage of development is to turn a collection of activities into an integrated quality improvement system. Measures of success need to include input, process, output, and outcome indicators: the availability of reading materials and time; consistency of implementation and quality of strategies; participation, journals, works, and borrowing; and the development of reading subcompetencies in each group of students.

CONCLUSION

Literacy program management at SDN Cibarola and SDN Pasirkareumbi had carried out the functions of planning, organizing, implementation, and supervision and evaluation. Planning was based on the Rapor Pendidikan, diagnostic assessments, the school program, and the RKAS, but was not yet complemented by baselines, targets per class, and uniform success indicators. Organizing was supported by the School Literacy Team and a clear division of roles, but SOPs, minutes, and follow-up records had not been managed in a single system. Implementation through reading habituation, KALIBER at SDN Cibarola, SERBU at SDN Pasirkareumbi, the library, reading corners, and cross-subject integration had strengthened reading habits, while the results of supervision and evaluation had been used for remediation and grouping, although the instruments and cross-class summary formats were not yet standardized.

This management was accompanied by the development of students' reading comprehension recorded in the school assessment summaries and the retelling rubric. However, both schools' lowest achievement in accessing and retrieving information shows that reading habituation needs to be complemented by explicit comprehension instruction and intervention for groups of students who are still behind.

The programs were supported by the principal's leadership, teacher commitment, the School Literacy Team, the budget, basic facilities, a weekly program identity, and the involvement of students and some families. The obstacles included diversity in reading ability, limited time and leveled collections, the influence of gadgets, uneven home support, and program documentation that had not been standardized. Therefore, the direction of development needed is a data-based management cycle that links needs identification, target setting, intervention, monitoring, reflection, and budgeting.

Schools are advised to prepare a literacy work plan that contains baselines, semester targets, and a single cross-class progress summary format linked to the RKT and RKAS. SDN

Copyright at authors some right reserved this work is licensed under a Creative Commons Attribution-ShareAlike 4.0 International License

Cibarola needs to prioritize the ability to access information and read literary texts, while SDN Pasirkareumbi needs to maintain minimum achievement while strengthening services for the group far below the minimum. Principals need to establish SOPs for the School Literacy Team, hold periodic data reviews, and ensure that Rapor Pendidikan recommendations are translated into targets that can be monitored. Teachers need to apply periodic diagnostic assessments, explicit comprehension strategies, and common rubrics, while the *Dinas Pendidikan* (district education office) can provide support through training in diagnostic assessment, reading comprehension strategies, and the use of the Rapor Pendidikan.

This study was limited to two elementary schools in Subang Regency using a descriptive qualitative approach, and the development of reading ability was interpreted descriptively without a comparison group. Therefore, future researchers are advised to expand the locations and number of participants and to use a longitudinal design or mixed methods to test the relationship between the quality of program management and changes in reading ability using standardized instruments.

REFERENCES

Creswell, J. W. (2016). Research Design: Pendekatan Metode Kualitatif, Kuantitatif, dan Campuran. Pustaka Pelajar.

Daft, R. L. (2017). Management. Cengage Learning.

Direktorat Jenderal Pendidikan Dasar dan Menengah. (2016). Panduan Gerakan Literasi Sekolah di Sekolah Dasar. Kementerian Pendidikan dan Kebudayaan.

Fattah, N. (2017). Landasan Manajemen Pendidikan. Remaja Rosdakarya.

Fitriyaningsih. (2021). Implementing Literacy Program for Improving Reading Ability of Elementary School Students. Indonesian Journal of Primary Education, 5(1), 125-131. https://doi.org/10.17509/ijpe.v5i1.37560

Hallinger, P. (2011). Leadership for learning: Lessons from 40 years of empirical research. Journal of Educational Administration, 49(2), 125-142. https://doi.org/10.1108/09578231111116699

Hamzah, A., Tasya, W., Rusdi, A., Krisetyaningsih, K., & Tastin, T. (2023). Implementation of school literacy movement to enhance reading interest of students in South Sumatra. Al-Bidayah: Jurnal Pendidikan Dasar Islam, 15(1), 139-164. https://doi.org/10.14421/albidayah.v15i1.1031

Copyright at authors some right reserved this work is licensed under a Creative Commons Attribution-ShareAlike 4.0 International License

Kartikasari, E., & Nuryasana, E. (2022). School literacy movement program in elementary school, Indonesia: Literature review. Journal of Education and Learning (EduLearn), 16(3), 336-341. https://doi.org/10.11591/edulearn.v16i3.20383

Kementerian Pendidikan dan Kebudayaan. (2015). Peraturan Menteri Pendidikan dan Kebudayaan Nomor 23 Tahun 2015 tentang Penumbuhan Budi Pekerti.

Laksono, K., & Retnaningdyah, P. (2018). Literacy infrastructure, access to books, and the implementation of the school literacy movement in primary schools in Indonesia. IOP Conference Series: Materials Science and Engineering, 296(1), 012045. https://doi.org/10.1088/1757-899X/296/1/012045

Meri, M., Sofyan, S., & Yanto, Y. (2023). Evaluation of the School Literacy Movement in Primary Schools. Edunesia: Jurnal Ilmiah Pendidikan, 4(3), 1259-1274. https://doi.org/10.51276/edu.v4i3.480

Miles, M. B., Huberman, A. M., & Saldana, J. (2014). Qualitative data analysis: A methods sourcebook (3rd ed.). SAGE Publications.

Mol, S. E., & Bus, A. G. (2011). To read or not to read: A meta-analysis of print exposure from infancy to early adulthood. Psychological Bulletin, 137(2), 267-296. https://doi.org/10.1037/a0021890

Moleong, L. J. (2018). Metodologi Penelitian Kualitatif. PT Remaja Rosdakarya.

Mulyasa, E. (2019). Manajemen dan Kepemimpinan Kepala Sekolah. PT Remaja Rosdakarya.

OECD. (2019). PISA 2018 assessment and analytical framework. OECD Publishing.

OECD. (2023). PISA 2022 results (Volume I and II): Country notes: Indonesia. OECD Publishing.

Pantiwati, Y., Permana, F. H., Kusniarti, T., & Miharja, F. J. (2020). The Characteristics of Literacy Management in School Literacy Movement (SLM) at Junior High School in Malang-Indonesia. Asian Social Science, 16(4), 15-24. https://doi.org/10.5539/ass.v16n4p15

Prasetia, I., & Adlan, M. (2022). Management of the Literacy Movement Program (LMP) to Improve Reading Culture in Elementary Schools. Journal of Innovation in Educational and Cultural Research, 3(3), 316-322. https://doi.org/10.46843/jiecr.v3i3.117

Sanusi, A. (2015). Sistem Nilai: Alternatif Wajah-Wajah Pendidikan. Nuansa Cendekia.

Schildkamp, K. (2019). Data-based decision-making for school improvement: Research insights and gaps. Educational Research, 61(3), 257-273. https://doi.org/10.1080/00131881.2019.1625716

Copyright at authors some right reserved this work is licensed under a Creative Commons Attribution-ShareAlike 4.0 International License

Sénéchal, M., & LeFevre, J.-A. (2002). Parental involvement in the development of children's reading skill: A five-year longitudinal study. Child Development, 73(2), 445-460. https://doi.org/10.1111/1467-8624.00417

Setyorini, M., Karim, S. A., & Sudiro, S. (2023). Improving Students' Reading Comprehension Ability through School Literacy Movement. Loquen: English Studies Journal, 16(2), 118-133. https://doi.org/10.32678/loquen.v16i2.9231

Shanahan, T., Callison, K., Carriere, C., Duke, N. K., Pearson, P. D., Schatschneider, C., & Torgesen, J. (2010). Improving reading comprehension in kindergarten through 3rd grade: A practice guide (NCEE 2010-4038). National Center for Education Evaluation and Regional Assistance, Institute of Education Sciences, U.S. Department of Education.

Slavin, R. E., Lake, C., Chambers, B., Cheung, A., & Davis, S. (2009). Effective reading programs for the elementary grades: A best-evidence synthesis. Review of Educational Research, 79(4), 1391-1466. https://doi.org/10.3102/0034654309341374

Snow, C. (2002). Reading for understanding: Toward an R&D program in reading comprehension. RAND Corporation.

Tomlinson, C. A. (2014). The differentiated classroom: Responding to the needs of all learners (2nd ed.). ASCD.

Yulianti, B. D., & Sukasih, S. (2023). School Literacy Movement Program and Its Impact on Students' Reading Interest and Reading Comprehension Skills. Jurnal Pendidikan dan Pengajaran, 56(3), 654-666. https://doi.org/10.23887/jpp.v56i3.68122

Copyright at authors some right reserved this work is licensed under a Creative Commons Attribution-ShareAlike 4.0 International License