

Implementation of the Utilization of the *Identifikasi, Refleksi, and Benahi* (IRB) Approach to Education Report Cards in an Effort to Improve Literacy

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Abstract: This study aims to describe the application of the *Identifikasi, Refleksi, and Benahi* (IRB) approach, utilizing Education Report data, to enhance literacy at SDN 223 Palembang. Using a descriptive qualitative method, data were collected through interviews, observations, and documentation, focusing on four aspects: planning, implementation, supervision, and improvement strategies. The results demonstrate that data-driven, collaborative planning and participatory program implementation including daily reading sessions and literacy-integrated learning significantly strengthened students' literacy skills and the school's reading culture. The novelty of this research lies in its detailed case study of the IRB framework as an adaptive, cyclical model for data-based educational management in a primary school setting. A key practical implication is the provision of a replicable blueprint for other schools to systematically transform assessment data into targeted literacy interventions. The study contributes a validated, holistic strategy to the field of school improvement, emphasizing that sustained literacy gains are achievable through structured collaboration, continuous reflective supervision, and capacity-building across the entire school community.

Keywords: Data-Based Management, Education Report Card, Elementary School, IRB Approach, Literacy Improvement

A. Introduction

Education has a very important role in shaping the quality of a nation's human resources. In the face of complex and dynamic global challenges in the 21st century, literacy skills are one of the basic competencies that every individual must have (Idris et al., 2012). Literacy is not only the ability to read and write, but also includes critical thinking skills, understanding information, and being able to use it in daily life (Fitria, 2023). One of the benchmarks for school educational achievement is literacy ability. Literacy ability is a person's ability to solve problems and develop individual capacity through the act of understanding, using, evaluating, and reflecting on different types of texts. This function highlights literacy skills as skills that allow a person to be able to develop individually, and be able to contribute actively to society, as an Indonesian

citizen and a citizen of the world (Nurbani et al., 2024). Afif et al., (2025), explained that literacy ability is now seen as an important indicator in assessing the level of progress of a country. To date, Indonesia has participated in various surveys that assess students' literacy skills in three main areas, namely reading comprehension, numerical skills, and science literacy (Afif, et al., 2025). Therefore, improving the literacy of students at various levels of education, including at the elementary school level, is a national priority that cannot be negotiated. However, various learning evaluation results, both conducted at the national and international levels, show that the literacy ability of Indonesian students is still relatively low. National Assessment (AN) results reports and international studies such as *the Programme for International Student Assessment (PISA)* show that the majority of Indonesian students have not reached the minimum level of competence in understanding reading texts and applying them in real-life contexts.



Figure 1. International Reading Literacy Score in PISA
(Ministry of Education and Culture in Indonesian Literacy in 2022)

Since Indonesia began participating in PISA in 2000, the results show that students' reading literacy ability is still in the low category. In Figure 1, it appears that Indonesia's reading score tends to be in the range of 386, while the average score of OECD countries reaches around 500. In PISA 2018, the average score of Indonesia's reading literacy was 371, lower than Malaysia with a score of 415 and Singapore which reached 549. It should be understood that PISA does not only function as a test, but is a thorough educational evaluation. Through PISA results, which are generally released a year after implementation, various important information is available on the quality of education, both at the student and school levels (Sari & Setiawan, 2023). This condition indicates the need for systematic and continuous improvement efforts in the learning process in schools, especially in improving the quality of literacy from an early age. Literacy skills are important for students in the school environment and society as a basis for knowledge, the development of critical and analytical thinking skills, as well as the provision of competitiveness in the era of globalization and technology, One of the indicators of literacy level in schools can be seen through the Education Report Card (Nurdiansari & Utomo, 2023).

In response to these challenges, the Ministry of Education, Culture, Research, and Technology (Kemendikbudristek) has developed various transformative policies, one of which is the Independent Learning policy and strengthening data-based planning through Education Report Cards. The Education Report Card is a digital platform that

presents data on educational achievement in each educational unit, with the main source of the results of the National Assessment.

In line with the development of information technology, various data are now available and can be used to analyze and assess the overall condition of education. One of the main data sources that plays a role in the process is the Education Report Card. According to Kiriana & Widiasih (2023), education is expected to produce graduates who have competence in accordance with community demands and are in harmony with local social and cultural conditions. The Education Report does not function as a school ranking tool, but rather focuses on improving the quality of education. Through the presentation of the data available in the platform, it is hoped that the gap between schools can be minimized and the quality of education can improve evenly.

The use of data on the Education Report platform in data-based planning is carried out as a form of intervention from education units, education offices, and local governments to improve the quality and achievement of education. This effort aims to realize continuous improvement and improvement of the quality of education. In general, the purpose of data-based planning is to encourage the use of a more targeted budget and strengthen an effective, accountable, and real education unit management system in its implementation, (Kartini et al., 2022; Hamid, et al., 2024).

The main approach in the Education Report Card is IRB, namely Identification, Reflection, and Improvement, which is designed as a systematic approach to help schools identify problems, conduct data-based reflection, and design improvement strategies that are contextual and quality-oriented improvement. The flow of this IRB approach is to identify priority indicators that are lacking in achievement and need special attention, reflect on the root of the problem that causes the achievement priority indicators to be low, and fix the achievement using improvement inspiration (Rubihlerlan et al., 2024).

The IRB approach encourages schools to not only view data as passive information, but as an active and strategic diagnostic tool. Through the Identification process, schools are invited to find the root of problems in learning outcomes, learning environment, and the climate of educational units. Reflection is an important stage in inviting internal school stakeholders – principals, teachers, and school committees – to reflect on learning practices, classroom management, and literacy culture that have been running. The last stage, Benahi, is a momentum for schools to prepare a concrete, measurable, and in accordance with the real conditions of the school. If implemented properly, IRB can be an instrument for real change in improving learning outcomes, especially in literacy aspects.

SDN 223 Palembang as one of the public elementary schools within the Palembang City Education Office, is also part of the school that receives the Education Report

Card and is directed to utilize the IRB approach in an effort to improve the quality of education. This school has quite diverse social and academic characteristics, and faces challenges in developing a comprehensive literacy culture. Based on preliminary data, a number of obstacles are still found in the achievement of students' literacy learning outcomes, both in the aspects of reading comprehension, descriptive writing, and information interpretation skills. This is a concern for schools in developing relevant and data-based strategies. However, in practice, the use of IRBs at SDN 223 Palembang has not been fully optimal. There is still a gap between teachers' understanding of the function of IRB and the implementation of improvement steps in the field. Some teachers are not used to using Education Report data as a basis for reflection, and still rely on traditional planning patterns that are less adaptive to assessment results. On the other hand, not all school stakeholders are actively involved in the process of reflection and improvement, so the strategies taken tend to be top-down and do not reflect the actual needs of students. This condition is an important basis for conducting this research. This study aims to analyze how the use of IRB in Education Report Cards is implemented at SDN 223 Palembang, especially in relation to efforts to improve student literacy. This research will also examine the extent of the involvement of teachers, principals, and other stakeholders in the IRB process, as well as evaluate its effectiveness in bringing about real changes in the literacy culture in schools.

The urgency of this research lies not only in efforts to strengthen the implementation of data-based education policies, but also in its contribution in enriching the academic literature related to strategies to improve the quality of literacy in basic education units. By exploring the practice of IRB implementation in depth in the real context of schools, it is hoped that this research can provide policy recommendations and practices that are applicable, both for teacher professional development, capacity building for school principals in instructional leadership, and for local governments in supporting the implementation of more impactful education policies. Through this research, the author hopes to contribute to strengthening data-based planning practices in elementary schools, as well as supporting the achievement of national goals in improving the literacy quality of Indonesian students. Literacy improvement cannot be achieved instantly, but it requires commitment, collaboration, and a well-planned strategy. In this context, the use of IRBs in Education Report cards can be one of the important keys in building an educational ecosystem that is reflective, adaptive, and oriented towards continuous improvement. From the background that has been described above, the formulation of the problem can be determined: 1) How is the planning for the use of Education Report data by teachers and school principals in the process of identifying literacy problems? 2) How is the use of Education Report data by teachers and principals in the process of identifying literacy problems? 3) How is the Implementation Supervision of the Use of Education Report Data by teachers and school principals in the process of identifying literacy problems? 4) How are the improvement or improvement strategies designed and implemented based on the results of the IRB in the context of strengthening school literacy culture?

B. Methods

This research was carried out at SD Negeri 223 Palembang which is located at Jl. Daruruhama, Plaju ulu Village, Plaju Palembang District, South Sumatra Province. This research was carried out from May to July 2025. In this study, we selected informants who have the capacity as key *informants*, namely individuals who are believed to be able to provide accurate and relevant information related to the problem being researched. The main informants in this study include Principals, Deputy Principals, School Operators, Teachers, and Students at SD Negeri 223 Palembang. This group of informants was chosen because they have direct involvement and adequate experience in the implementation of the IRB approach to the Education Report Number, especially in efforts to improve literacy.

This study uses a phenomenological approach (Selvi, 2008), so that the selection of subjects is based on their knowledge and experience related to the phenomenon being studied. Thus, the information obtained will be in accordance with the context and objectives of the research, as well as in-depth in understanding the meaning behind the practices that occur in the field. The sampling technique used is purposive sampling, which is a sampling method that is carried out based on certain considerations or criteria. This technique was chosen because not all members of the population have the same capacity to provide relevant data. Respondents were selected based on their role and involvement as stakeholders in the educational unit where the research was located, with the aim of ensuring accurate, in-depth, and contextual data representation.

This research is qualitative research with a qualitative descriptive approach methodology. In qualitative research, researchers considered how their backgrounds, cultures, and experiences could potentially influence their interpretations, including the themes they raised and the meaning they gave to the data (Lim, 2025). The researchers reflexively identified individual biases, values, and backgrounds, including gender, history, culture, and socioeconomic status (SES), that shaped the interpretations made during the study. This aspect of the method goes beyond just advancing the biases and value of the research. This of course also helps researchers form their own background.

Qualitative research involves researchers so that they will understand the context and the situation and setting of natural phenomena according to what is being researched. Each phenomenon is something unique, different from the others because of the different contexts. The purpose of qualitative research is to understand the conditions of a context by leading to a detailed and in-depth description of the portrait of conditions in a natural setting, about what actually happens according to what is in the field of study, (Nasir et al., 2023; Firmansyah et al., 2021; Somantri., 2005). Therefore, researchers are required to go directly into the field without using enumerators or assistants. It is feared that this can give birth to interpretation of

meaning, the result of different phenomena between researchers and their assistants. Before conducting research, first determine the theme of the research.




In this study, the researcher describes the findings of the researcher related to the implementation of the IRB approach of Education Report in an effort to improve Literacy in SD Negeri 223 Palembang. This research is carried out by describing steps exploratively, which aims to explore a phenomenon that has not been widely researched or to expand and deepen the information that has been obtained from the previous exploration process. Exploratory research with phenomenological methods can provide data in a descriptive manner (Ariliani et al., 2024).



The data collection techniques in this study are interviews with school principals, classroom teachers, and literacy coordinators; and finally, observed the documentation of Education Report cards and related documents. The data validity technique used by the author uses the data triangulation technique, which is by comparing data obtained through observation, interview, and documentation methods. This study uses qualitative analysis considering that the data collected is mostly qualitative data. The right technique is used for research that produces qualitative data, namely by interactive analysis. The stages of data analysis include *data reduction*, *data display*, and *conclusion drawing/verification* (Rahayu, 2018). Miles and Huberman, stated that activities in qualitative data analysis are carried out interactively and take place continuously until complete, so that the data is saturated. Activities in data analysis, namely There are 3 steps of data analysis, namely data reduction, data presentation, and drawing conclusions. analyze and collect data, select, sort, and investigate necessary and unneeded data.

C. Results and Discussion

The interview data was reduced, categorized based on the sub focus of the study, and presented in the form of a matrix to see patterns and relationships between perspectives. The presentation of interview data from the four-research sub focuses that have been described earlier, the next stage presents findings related to the use of the IRB Approach of Education Report in an effort to improve Literacy Ability in SD Negeri 223 Palembang. The findings are summarized and presented in the form of a matrix table in the following section to provide a more systematic and structured picture. The following matrix presents the results of research findings based on four main sub focuses, namely IRB-based planning, implementation, supervision, and literacy improvement strategies.

Table 1. Findings

No.	Research Sub focus	Research Findings	Documents
1.	Planning for the Utilization of Education Report Data	<p>School principals use the results of the 2024 Education Report Card as the basis for the preparation of school literacy programs. Based on data, students' literacy skills are still low, so schools develop programs to strengthen literacy into learning.</p>	<p>Education Report Card Document 2024 Literacy planning meeting minutes</p>
		<p>The curriculum representative follows up on the principal's direction by preparing a plan for the implementation of literacy activities and ensuring that the program is integrated into the teacher's teaching apparatus.</p>	<p></p> <p>School Work Plan (RKS) / RKAS for 2024–2025 School literacy work program Learning Implementation Plan (RPP/RPM)</p>
		<p>Teachers are involved in planning through school work meetings. They provide input so that literacy activities are adjusted to the characteristics and interests of students.</p>	<p></p> <p>Academic calendar and literacy schedule</p> <ol style="list-style-type: none"> 1. Work meeting attendance list 2. Minutes of the teacher's meeting 3. Classroom literacy activity plan
		<p>ARKAS operators play a role in adjusting the literacy activity plan to the school budget allocation to match the support of priority literacy improvement programs.</p>	<p></p> <p>ARKAS Report Proof of budgeting for literacy activities</p>
2	Implementation of Utilization of Education	<p>The principal ensures that the 15-minute reading activity runs every morning and motivates teachers to actively develop</p>	<p>School literacy activity schedule</p>

Report Card Data	<p>literacy activities in their respective classes.</p> <p>The curriculum representative coordinates the implementation of literacy activities in all classes and monitors the implementation of literacy integration in the lesson plan. Operators help distribute resources, such as the procurement of reading books and literacy support tools, so that the implementation of activities runs optimally.</p>	<ol style="list-style-type: none"> 1. Literacy Monitoring Report 2. Recap of class observation results <ol style="list-style-type: none"> 1. Proof of procurement of goods/services 2. Documentation of the distribution of literacy facilities
	<p>Teachers carry out 15-minute reading activities, integrate reading texts into learning, and guide students in understanding the content of reading.</p>	 <p>Documentation of 15-minute reading activity (photo/video)</p>
3 Supervision of the Implementation of Literacy Programs	<p>The principal conducts regular academic supervision to ensure that literacy activities run as planned and evaluate the results of implementation. Curriculum representatives play a role as companions in supervising literacy activities, collecting implementation reports from teachers, and compiling a recap of monitoring results. Operators monitor the use of literacy funds and ensure that the budget is in accordance with the implementation of activities and supports the effectiveness of the program. Teachers compile reports on students' literacy progress and</p>	 <ol style="list-style-type: none"> 1. Academic supervision instruments 2. Supervise and supervise follow-up report <ol style="list-style-type: none"> 1. Recap of teacher reports 2. Literacy activity monitoring form 3. Monthly reflection forum minutes <ol style="list-style-type: none"> 1. Budget realization report (SPJ) 2. Activity accountability report <p>Literacy assessment results report</p>

<p>4 IRB-Based Literacy Improvement Strategy</p>	<p>convey the results to the principal and curriculum representatives in monthly reflection forums.</p> <p>The principal sets strategic policies to strengthen the literacy culture, including the addition of reading facilities, literacy competitions, and strengthening the role of teachers through internal training.</p> <p>The curriculum representative designs a follow-up strategy based on reflection and IRB results, ensuring that follow-up of evaluation results is carried out on an ongoing basis.</p> <p>The operator adjusts the school budget plan with the agreed improvement strategy, including the procurement of books and digital literacy facilities.</p> <p>Teachers implement various innovations in literacy activities such as writing competitions, classroom reading corners, and guiding students to create reading journals.</p>	<p>1. Principal's Decree on Strengthening Literacy Culture</p> <p>2. Teacher training program documents</p> <p>3. Poster/report on literacy competition activities</p> <p>1. IRB reflection document</p> <p>2. Reflection follow-up plan- Report on the results of the implementation of the improvement strategy</p> <p>Proof of procurement of books and digital devices - Report on the realization of literacy improvement activities</p>
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Data Source: Interview with Principals, Class Teachers, and School Committee of SDN 223 Palembang (2025).

Planning for the Utilization of Education Report Data

Based on the results of interviews with the principal, it is known that the planning process for the literacy improvement program at SD Negeri 223 Palembang begins with an analysis of the results of the 2024 Education Report Card. From the document, it was revealed that students' literacy skills are still relatively low, with the majority in the Basic category and a small number in the Special Intervention Needed category. This condition encourages the school to take strategic steps through the preparation of a literacy program that is directed, systematic, and based on factual data.

In response to this, the principal led the implementation of a coordination meeting involving all elements of the school including teachers, ARKAS operators, and school committees to jointly analyze the results of student literacy achievements and

determine the priorities of activities to be carried out. The results of the deliberations resulted in a number of excellent programs, including reading activities 15 minutes before the lesson starts, strengthening the reading corner in each class, and integrating literacy into learning through the Learning Implementation Plan (RPP). The principal emphasized that all activities should be directed at improving text-comprehension skills and the formation of a fun literacy culture.

After the program is formulated, the next step is to prepare a technical plan for the implementation of literacy so that activities can run systematically in all classes (Hutchison, & Woodward, 2014). The curriculum representative also ensures that literacy activities are listed in all teacher teaching tools, such as syllabus and lesson plans, so that the implementation of literacy is not only additional, but integrated in the learning process.

On the other hand, ARKAS operators play a role in adjusting activities to the aspect of school financing. Based on the interview, the operator explained that all literacy activities are accommodated into the School Activity Plan and Budget (RKAS) in order to obtain adequate funding support. This support includes the procurement of reading materials, tools to support literacy activities, and teacher training to strengthen competence in literacy-based teaching.

Budget preparation always involves elements of revenue and expenditure. At the State Elementary School level, various sources of revenue are collected through an integrated mechanism to form a strong budget to support school operations. In this process, the government, the community, other institutions, and school business units play a synergistic role so that the allocation of funds can reach all operational needs and ensure that each program that has been planned can be carried out optimally, according to Kamaludin, (2023) teachers are involved in planning to provide space to adjust activities to the conditions of students in the classroom. Teachers contribute by providing input on the type of reading that is interesting and in accordance with the level of ability of the students. Thus, the planning of literacy programs at SD Negeri 223 Palembang is carried out collaboratively, participatorily, and based on the real needs of students.

Implementation of Utilization of Education Report Card Data

At the implementation stage, the results of the interviews showed that the literacy program ran regularly and in a directed manner. The principal emphasized that reading 15 minutes before learning has become part of the daily routine at school. This activity is expected to foster a reading culture and increase students' motivation to learn. In addition to ensuring implementation in all classrooms, the principal also actively supports teachers to continue to innovate in carrying out literacy activities.

The implementation of literacy is not only limited to morning reading activities, but also includes the integration of literacy in each subject (Prawira et al., 2023). Teachers are asked to utilize various types of reading texts that are relevant to the teaching material (Spor, & Schneider, 1998). For example, science teachers use articles on the theme of nature, while social studies teachers use readings about historical figures or social life of the community. The curriculum representative periodically monitors the implementation of this activity through supervision and daily reports collected from teachers.

The role of ARKAS operators in the implementation stage focuses more on the provision and distribution of resources to support literacy activities. The operator ensures that each class has a reading corner with a diverse and age-appropriate collection of books. The books were obtained through the allocation of BOS funds and the support of the school committee. Operators also ensure the sustainability of activities by arranging the distribution schedule of reading materials and monitoring their use in the field.

Meanwhile, teachers are the main implementers of literacy activities in the classroom. Based on the results of the interview, the teacher said that students showed high enthusiasm in reading activities, especially when they could choose their own reading materials that they liked. However, some students still encounter difficulties in understanding long texts or readings with a high level of complexity. Therefore, teachers apply guided reading and reflective discussion approaches so that students can understand the content of the text better.

Supervision of the Implementation of Literacy Programs

The results of the interviews show that the supervision of the literacy program is carried out through a planned and continuous academic supervision mechanism. The principal said that supervision activities are carried out regularly to monitor the implementation of literacy programs in the classroom. Supervision includes observation of reading activities, discussions with teachers about obstacles and successes, and review of reports on students' literacy development. Through this activity, the principal can provide direct feedback to teachers and assess the effectiveness of the strategies implemented in the field.

In the aspect of supervision, the deputy principal for curriculum plays a role in coordinating the collection of reports from teachers related to the implementation of literacy activities. The report contains a recap of the number of student readings, documentation of activities, and notes of obstacles faced. The data is then processed and presented in a monthly reflection forum attended by the principal and all teachers. This forum is an important means to evaluate the implementation of the program and prepare improvement steps in the future.

ARKAS operators play a role in supervising the financial aspects of literacy activities. He ensured that the use of literacy funds was in line with the agreed plan and on target. The operator also helps prepare budget realization reports that are reported to the principal so that the entire process runs transparently and accountably.

Teachers, on the other hand, carry out supervision at the classroom level through monitoring the development of students' literacy (Roehrig et al., 2008). They make a reading progress record every two weeks that contains the progress and obstacles faced by students. This note is an evaluation material in the monthly reflection forum and a basis for teachers in providing follow-up assistance. Overall, the supervision carried out at SD Negeri 223 Palembang is not only administrative, but also oriented towards fostering and improving the quality of the implementation of literacy programs.

IRB-Based Literacy Improvement Strategy

Based on the results of the interviews, the school implemented a literacy improvement strategy guided by the IRB (Identification, Reflection, Benahi) approach. The improvement strategy focuses on three main aspects: reading habituation, provision of literacy facilities, and teacher capacity building. Through 15-minute reading activities, the procurement of reading facilities, and internal training, the school seeks to build a sustainable and fun literacy culture for all school residents.

Then the process of reflection and improvement is carried out regularly. Every month, the school holds a reflection forum to discuss the results of implementation, obstacles, and follow-up of the program. In the forum, teachers and school leaders collaborate to find solutions to the obstacles faced, for example by increasing thematic readings that suit students' interests or arranging learning strategies based on literacy projects. In addition, budget support is an important part of the success of the benahi strategy. He ensured that every literacy activity agreed in the reflection meeting received financing support from BOS funds or other legitimate sources. The funds are used to increase the collection of books, improve reading corners, and provide digital facilities to support literacy-based learning.

The improvement strategy is implemented through various creative and participatory activities (Berg, 1997). Teachers organize literacy competitions, such as short story writing competitions, poetry reading competitions, and making student reading journals. This activity has proven to be effective in increasing students' reading interest as well as literacy skills. Some students who were previously reluctant to read are now starting to show interest and initiative to bring their own books to school (Altaany, 2024; Locke, 2013).

In general, the results of the interviews show that the IRB-based literacy improvement strategy has had a positive impact on improving student literacy at SD Negeri 223

Palembang. This can be seen from the shift in the category of students' abilities, from Need Special Intervention to Basic and even Capable. Thus, the implementation of the IRB strategy has proven to be effective in strengthening literacy culture and improving the quality of data-based learning in schools.

D. Conclusions

This study demonstrates that the systematic implementation of the Identification, Reflection, and Improvement (IRB) approach, driven by Education Report data, serves as a powerful framework for enhancing literacy at the elementary school level. The key findings reveal success across four interconnected dimensions: (1) Collaborative Planning, where data analysis fostered targeted program design involving all school stakeholders; (2) Consistent Implementation, through integrated activities like daily reading sessions and family literacy programs, which increased student motivation and engagement; (3) Ongoing Supervision, characterized by reflective academic monitoring focused on quality improvement; and (4) Strategic Improvement, where targeted actions in habituation, facility provision, and teacher capacity building led to measurable gains, with students progressing from intervention to capable literacy levels. The primary practical implication is that the IRB process provides a replicable model for data-informed school improvement. It transforms administrative report data into actionable cycles of intervention, moving beyond reflection to tangible strategy. For practitioners, this underscores the necessity of structured collaboration between principals, teachers, and staff in analyzing data and co-creating solutions. The study validates that sustainable literacy culture is built not by isolated initiatives but through a holistic, system-wide commitment embedded in daily practice and supported by leadership and resources. For future research, several pathways are recommended. First, to test the model's generalizability, comparative studies should be conducted across multiple schools with varying contexts and resources. Second, research should explore the efficacy of the IRB approach in improving other foundational competencies, such as numeracy or digital literacy. Third, employing a longitudinal mixed-methods design would provide deeper insights into the long-term sustainability of outcomes and the qualitative experiences of teachers and students within the IRB cycle. Finally, investigating the specific role of parental engagement and external community partnerships within this framework could offer a more comprehensive understanding of the ecosystem required to support lasting literacy development.

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