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Management Strategies of School Literacy Programs for Enhancing Students' Reading and Writing Skills at Elementary Schools: A Multi-Site Case Study

Rendra Bagus Cahyono*, and Wiwik Dyah Aryani

Universitas Islam Nusantara, Bandung, Indonesia
*Corresponding author: rendracahyono89@gmail.com

Abstract. Students' reading and writing skills in Indonesian elementary schools remain low, and school literacy programs often run as activities without systematic management. This study analyzes the management strategies of school literacy programs for improving reading and writing skills at SDN Taringgullandeuh and SDN 2 Kiarapedes, Purwakarta Regency. A qualitative multi-site case study collected data from fourteen informants through interviews, observation, and document study, analyzed with the interactive model of data reduction, data display, and conclusion drawing, and checked through triangulation, member checking, and an audit trail. Planning set objectives from Education Report data, scheduled activities by grade band, and provided literacy facilities. Organizing divided roles among the principal, teachers, and the school community through a principal's decree establishing the School Literacy Movement team. Implementation combined fifteen-minute reading before lessons, a weekly literacy session, reading corners, library visits, the integration of literacy into lessons, and assistance for students not yet reading fluently. Supervision relied on periodic evaluation and reflection, but only SDN 2 Kiarapedes kept daily journals and reading logs that allowed progress to be compared across periods. The two schools differed less in what they did than in what they recorded, and neither set attainment targets during planning. The study concludes that documentation is the mechanism connecting supervision back to planning, and recommends attainment targets with baselines, decrees that specify reporting obligations and responsibility for non-fluent readers, and monitoring records that can be aggregated.

Keywords: Elementary School, Management Strategies, Reading and Writing Skills, School Literacy Movement, School Literacy Programs.

1 Introduction

The urgency of literacy within the national education system is increasingly emphasized through government policy. Government Regulation Number 57 of 2021 concerning National Education Standards states that graduate competency standards include the ability to think critically, reason, and communicate effectively, as well as basic literacy in reading and writing, numeracy, science, and digital domains [1].

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Literacy is therefore not understood merely as the ability to read and write but as encompassing the higher-order thinking relevant to contemporary demands [2], [3]. The direction of policy was established earlier through Ministry of Education and Culture Regulation Number 23 of 2015 concerning the Cultivation of Character [4], which gave rise to the School Literacy Movement and its requirement of fifteen minutes of reading before lessons begin, intended to foster a literacy culture while forming character through reflective reading [5], [6].

Policy was further strengthened through Ministry of Education, Culture, Research, and Technology Regulation Number 7 of 2022 concerning Content Standards [7], since replaced by Regulation Number 8 of 2024, which asserts that the learning outcomes of each subject must develop literacy and numeracy as cross-disciplinary competencies. Responsibility for literacy development consequently does not rest with language teachers alone but forms part of the entire learning process [8].

Conceptually, literacy has been understood in progressively broader terms. Where earlier definitions confined it to reading and writing, the emergent literacy tradition holds that reading and writing develop together and continuously from a child's earliest encounters with print, so that literacy is a composite language capability exercised in communicating, reading, speaking, listening, and writing according to purpose [9]. On this understanding, literacy is a foundational capability that underpins lifelong learning, and at the elementary level reading and writing skills are central to developing critical, analytical, and communicative thinking.

The theoretical basis for managing literacy as a social rather than an individual activity lies in social constructivist accounts of learning. Vygotsky holds that cognitive development occurs through social interaction and that a learner can accomplish with guidance what they cannot yet accomplish alone, which is the premise underlying both peer reading arrangements and teacher scaffolding [10]. Piaget's account of concrete operational thought indicates in turn why texts anchored in a child's own experience are comprehended more readily than abstract material [11]. Read together, these positions imply that the organization of reading, and not only its frequency, determines whether literacy programs produce comprehension.

In implementing literacy programs, the managerial capability of the school is a decisive factor. Teachers act not only as executors of learning but as managers who must understand management functions in organizing and developing literacy programs, since an understanding of these functions allows literacy activity to be conducted in a directed and sustainable manner. According to George R. Terry, management is a process comprising planning, organizing, actuating, and controlling, directed toward the achievement of established goals [12]. Each function has a complementary role: planning involves selecting and relating facts and making assumptions about the future in order to visualize the actions required [12]; organizing is the process of building effective working relations so that individuals can collaborate efficiently; actuating encourages members of the organization to work toward planned goals; and controlling ensures that activity proceeds according to the standards set.

Preliminary study nevertheless indicates that the application of management functions in school literacy programs is not yet optimal. Data from the 2025 reading and writing literacy assessment indicate that students' literacy had declined relative to

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the previous year, particularly in reading literary and informational texts. The effects of the pandemic compound this condition: learning loss arising from prolonged school closure produced a measurable decline in literacy, and international assessment of the period found that interrupted learning, the limited capacity of parents to support children at home, and constrained instructional adaptation together produced substantial and unequally distributed losses [13].

On the basis of this theoretical and empirical review, the management of literacy programs in elementary schools appears not to have been carried out to its full extent across the functions of planning, organizing, implementing, and supervising. This condition calls for research capable of providing evidence and identifying workable strategies. The study is accordingly guided by five questions: how is the school literacy program planned; how is it organized; how is it implemented; how is it supervised; and which elements of the management are consistent across schools as against contingent on local conditions. The research is expected to contribute to the formulation of measurable and sustainable literacy management strategies and to serve as a reference for policymakers and practitioners seeking to improve literacy quality in elementary schools [14], [15].

2 Methods

2.1 Research Design and Sites

The approach most relevant to the objectives and characteristics of this research is the qualitative approach. Qualitative research proceeds from a post-positivist position and is used to examine objects in their natural condition, with the researcher acting as the key instrument [16]. The study also employs a descriptive-analytical method as its methodological framework, chosen for its capacity to present a complete empirical account while allowing in-depth analysis of the data obtained. The descriptive method aims to compose a systematic, factual, and accurate account of the reality under study, including the presentation of facts, characteristics, and relations between the phenomena arising in the research context [17].

The research is designed as a multi-site case study, in which each school is first analyzed as a complete case on its own terms and a cross-case synthesis is developed afterwards, so that the comparison rests on two independently grounded analyzes rather than on a merged account [18]. The research locations were set at SDN Taringgullandeuh and SDN 2 Kiarapedes in Purwakarta Regency. The two sites were selected deliberately because they operate under the same national literacy policy while differing in the degree to which their administrative practice is documented, which allows the effect of documentation on the management cycle to be examined. The design is summarized in Fig. 1.

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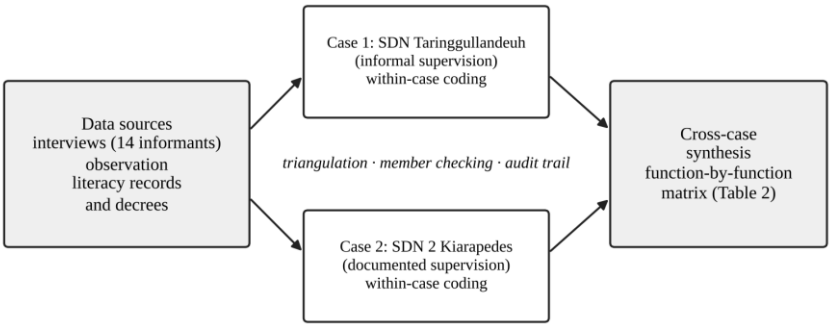


Fig. 1. Multi-site case study design: within-case analysis of each school followed by a function-by-function cross-case synthesis.

2.2 Informants

Research subjects were determined through purposive sampling, comprising stakeholders directly involved in the planning, organizing, implementing, and evaluating of the school literacy program, as presented in Table 1. The inclusion criterion required that informants had been involved in the literacy program for at least two academic years, so that they could describe change over time rather than initial impressions.

Table 1. Distribution of research informants

No.	Informant	SDN Taringgullandeuh	SDN 2 Kiarapedes	Data Focus
1	School principal	1	1	Planning, organizing, and supervision policy
2	Literacy coordinator	1	1	Team organization and scheduling
3	Class teacher (lower and upper grades)	3	3	Implementation and monitoring
4	Student	2	2	Experience of reading routines
	Total	7	7	14 informants

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2.3 Data Collection

Data collection comprised three techniques. Semi-structured in-depth interviews with principals, literacy coordinators, and teachers explored each management function as well as the obstacles encountered, while interviews with students addressed their experience of the reading routines. Observation was conducted during the morning reading period, the weekly literacy session, and ordinary lessons in which literacy was integrated, and was distributed across different days and grade bands so that both lower and upper grade practice could be captured.

Documentation study covered the Education Report data used in planning, the principal's decree establishing the School Literacy Movement team, literacy activity schedules, reading logs and daily journals, library and reading-corner records, and school budget documents relating to literacy provision. The three techniques were combined so that claims made in interviews could be tested against observed practice and written records, which mattered particularly for the supervision function, where accounts of periodic evaluation could only be assessed by examining whether the corresponding records existed.

2.4 Data Analysis and Trustworthiness

Data analysis follows the model of Miles, Huberman, and Saldaña, comprising data reduction, data display, and verification or conclusion drawing [19]. Coding proceeded deductively from the four management functions, with sub-codes emerging inductively for themes such as grade-band differentiation, assistance for non-fluent readers, and documentary practice. Data were then displayed in comparative matrices juxtaposing the two schools function by function, which made convergent and divergent patterns visible.

Trustworthiness was established through the criteria of credibility, transferability, dependability, and confirmability [20]. Credibility was pursued through triangulation of sources, theory, and techniques, supported by prolonged engagement at both sites and member checking of interview summaries with key informants. Transferability was addressed through thick description of each school's context, dependability through an audit trail of instruments, transcripts, and coding decisions, and confirmability through peer debriefing with colleagues in educational management not involved in the fieldwork. The improvements in literacy reported in the findings are drawn from school records and informant accounts and are presented as documentary evidence of the direction of change rather than as measurements generated by this research.

2.5 Research Ethics

Research ethics were observed throughout. Permission was obtained from the relevant education office and from both schools before fieldwork; informants were informed of the purpose of the research and of their right to withdraw; consent was obtained from teachers, and parental consent was secured before any student was interviewed. The

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identities of individual teachers and students are not disclosed, and records containing personal student data were examined on school premises without being copied.

3 Results

3.1 Planning Strategies for Literacy Program Development

Interviews and documentation studies indicate that the planning of school literacy programs at SDN Taringgullandeuh and SDN 2 Kiarapedes has been conducted in an organized manner involving a range of school stakeholders. Planning took account of strategic considerations including Education Report values, the school's vision, mission, and goals, and alignment with government policy at central and regional levels. The program is directed specifically at improving reading and writing skills according to students' developmental stage and grade level, from lower grades to upper grades, so that implementation is targeted rather than uniform.

The planning conducted at both schools corresponds to the view that effective planning must attend to several conditions. First, the schools set explicit goals for the School Literacy Movement, namely improving reading and writing ability. Second, they analyzed current conditions using Education Report data in relation to their vision and to policy. Third, they identified alternative programs through participatory discussion involving school stakeholders. Fourth, resource allocation was addressed, maximizing the use of staff and of School Operational Assistance funds to support the program's sustainability [21]. This corresponds to Terry's view that planning is a management process involving rational analysis and systematic decision-making [12].

Planning is the stage that determines the direction of implementation. The principal, as leader of the educational unit, holds a central role in formulating the plan, but planning cannot be conducted unilaterally and must involve teachers, staff, students, and parents. This collaborative approach ensures that strategies such as reading habituation, reflective writing, and the integration of literacy into lessons are designed according to students' actual needs [22], [23]. Document analysis nevertheless identified a limitation shared by both schools: plans recorded activities and schedules but did not specify the level of reading or writing attainment expected, so the planning function did not generate the baseline against which the supervision function could later demonstrate progress.

3.2 Organizational Structure and Resource Allocation

The organization of the School Literacy Movement is implemented by the principal through consultation, taking account of teacher competence and the availability of supporting resources. The principal regulates the division of tasks and authority while building cooperation among school members so that the program can operate sustainably. The organizational process began with the formation of a School Literacy Movement team involving literacy coordinators and staff responsible for facilities. Through a clear division of roles, each party understands its responsibilities, and this

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clarity is evidenced by the issuance of a principal's decree establishing the team as the formal basis for implementation.

The organizational process follows Terry's principles of goal setting, division of labor, placement of personnel according to competence, and clarity of authority. It also corresponds to social constructivist accounts, in which learning is built through interaction with the environment and with more capable others [10], [24]. In organizational terms this is reflected in structured teacher roles: specialization in the implementation of the literacy program allows individual teachers to concentrate on particular responsibilities such as early reading development or writing, which permits pedagogical competence to develop more deeply and makes literacy assistance more effective [25].

Resource allocation at both schools is directed toward supporting a literacy environment, including the development of reading corners in classrooms and the optimization of library functions. The formation of a dedicated team ensures that the literacy environment is social and academic rather than merely physical, and the involvement of stakeholders makes the organization collaborative. This managerial function ensures that literacy activity is part of a structured organizational culture rather than incidental. The comparison between sites identified one difference with practical consequence: at SDN 2 Kiarapedes the decree specifies reporting obligations for each role, whereas at SDN Taringgullandeuh it specifies membership only, which corresponds to the difference in supervision documentation discussed below.

3.3 Implementation of the Literacy Program

Implementation is conducted in a planned and participatory manner, with the principal acting not only as policy director but as a direct participant in literacy activity. The involvement of the school leader provides motivation for teachers and students and supports consistency. Operationally, implementation comprises fifteen minutes of reading habituation before lessons, a weekly literacy session held on Tuesdays at SDN 2 Kiarapedes and Thursdays at SDN Taringgullandeuh, reading corners in each classroom, and scheduled library visits. These activities together constitute an environment intended to support the development of students' skills.

Implementation corresponds to the national literacy movement guide, which sets out three stages of habituation, development, and learning [5] (Fig. 2). Habituation is reflected in the daily reading routine; development is realized through the weekly session and the provision of facilities; and the learning stage is integrated into classroom instruction through reading and writing activity. Literacy is therefore not an additional activity but part of the instructional process. Implementation also follows a principle of responsiveness to need, providing targeted assistance for students who have not yet achieved reading fluency, which ensures that the movement does not advance only those students already able to participate in it. Observation indicated that this assistance was the element of the program most dependent on individual teacher initiative, since neither school had assigned it to a specified role in the decree.

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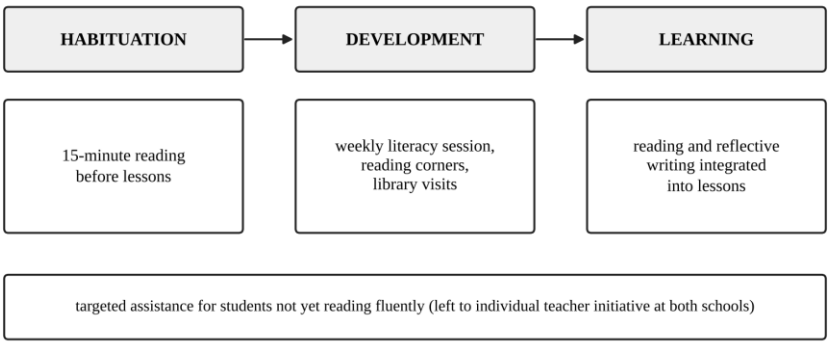


Fig. 2. The three stages of the School Literacy Movement as implemented at both schools.

3.4 Supervision and Evaluation Mechanisms

Supervision and evaluation are carried out as part of the controlling function, and it is here that the two schools diverge most clearly. At SDN 2 Kiarapedes evaluation is structured and documented through daily journals and student reading logs, which serve as instruments for monitoring literacy progress and permit comparison across periods. At SDN Taringgullandeuh supervision is conducted more informally through direct monitoring and discussion among teachers, which yields current information about practice but leaves no record from which change over time can be established.

Despite the difference in documentation, both schools use evaluation results as a basis for reflection in routine school meetings, and this feedback is used to adjust the program. Effective evaluation serves as a basis for decision-making and pedagogical improvement, ensuring that the literacy program remains responsive to students' needs [26]. The consequence of the difference between sites is nevertheless substantive: at SDN 2 Kiarapedes the reading logs allowed teachers to identify which students had ceased to progress and to direct assistance accordingly, whereas at SDN Taringgullandeuh the same judgment depended on a teacher's recollection, and teachers there acknowledged that students who were quietly disengaged were the most likely to be overlooked.

3.5 Cross-Site Comparison of Literacy Program Management

Compared across sites, the two schools converge on the substance of all four management functions, on the use of Education Report data in planning, and on the absence of attainment targets, while differing in the specificity of their decrees and in the documentation of supervision, as summarized in Table 2.

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Table 2. Cross-site comparison of literacy program management

Management Function	SDN Taringgullandeuh	SDN 2 Kiarapedes
Planning	Education Report data; activities scheduled by grade band; no attainment targets	Education Report data; activities scheduled by grade band; no attainment targets
Organizing	Decree names literacy team members; reporting obligations not specified	Decree names members and specifies reporting obligations for each role
Implementation	Daily reading, weekly session on Thursdays, reading corners, library visits	Daily reading, weekly session on Tuesdays, reading corners, library visits
Supervision	Informal direct monitoring and teacher discussion; no cumulative record	Daily journals and student reading logs permitting comparison across periods
Shared gap	Assistance for non-fluent readers not assigned to a defined role	Assistance for non-fluent readers not assigned to a defined role

The pattern in Table 2 indicates that the two schools differ less in what they do than in what they record. Both conduct the same literacy activities and both reflect on them in school meetings, but only one generates a record capable of informing the next planning cycle. The practical significance is that documentation is not an administrative addition to literacy management but the mechanism that connects its last function to its first, and it is also what allows assistance to be directed to the students who need it rather than to those whose difficulty is most visible [3].

4 Discussion

The results indicate that management strategies influence the success of school literacy programs. The application of the planning, organizing, actuating, and controlling functions at SDN Taringgullandeuh and SDN 2 Kiarapedes has produced a framework for improving literacy skills. Planning based on Education Report data ensures that programs are informed by evidence and relevant to each school's conditions, which is consistent with findings that leadership combining professional management with a supportive orientation can change educational outcomes in primary schools [27], [28].

The organizational findings indicate the importance of collaborative governance. The formation of the literacy team and the delegation of defined tasks reduces the overlap of duties and establishes accountability, which reflects a shift toward transformative education emphasizing contemporary competencies [14], [15]. By integrating literacy into school culture, responsibility is distributed among staff rather than concentrated in language teachers, which supports a collective identity as a literate school. The comparison qualifies this: a decree that names members without specifying reporting obligations distributes work but not accountability, which is the difference observed between the two sites.

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Implementation indicates that consistency rather than novelty is decisive. The fifteen-minute reading routine is simple but functions as a mechanism of habit formation, and its effect accumulates through repetition in a supportive environment. This corresponds to constructivist accounts in which repeated social interaction leads to the internalization of cognitive skills [24], and more specifically to Vygotsky's position that capability demonstrated with support precedes capability exercised independently [10]. The provision of targeted assistance for non-fluent readers is significant in this respect, since a routine that assumes a baseline of fluency would otherwise widen rather than narrow the gap it is intended to address.

The content of what students read also bears on comprehension. Piaget's account of concrete operational thought indicates that children at this stage process textual information more readily where it connects to their own experience [11], which provides a criterion for selecting the material held in reading corners and used during the weekly session. The emergent literacy tradition adds that reading and writing develop together rather than sequentially [9], which supports the schools' practice of pairing reading habituation with reflective writing rather than treating writing as a later stage.

The impact on students is reported as multifaceted. Beyond recorded attainment, informants described increased student confidence and communicative capability, and the inclusion of reflective writing and opportunities to express opinions connects receptive and productive language skills. Improvement in Education Report values at both schools is consistent with the proposition that a well-managed literacy program supports broader academic progress, although the design of this study permits that relationship to be described rather than demonstrated. The difference in supervision between the sites indicates that formalizing documentation provides a more reliable basis for sustaining a program and for adjusting it on evidence (Fig. 3).

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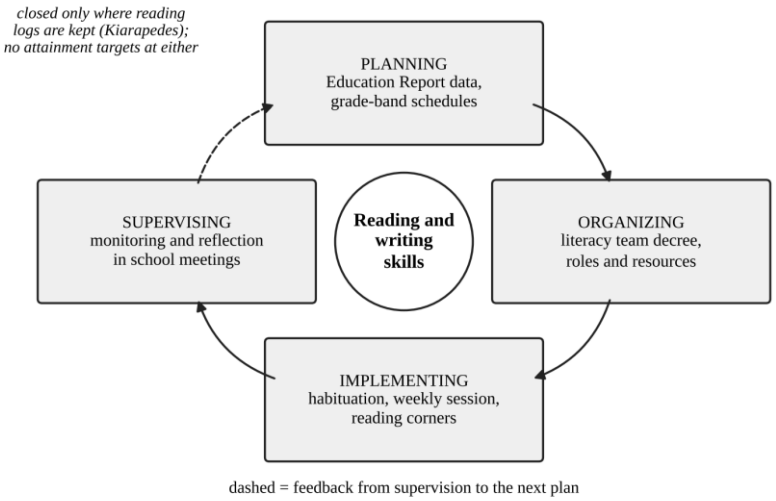


Fig. 3. The management cycle of the literacy program; the dashed link marks feedback from supervision to planning, which closes only where reading logs are kept.

Taken together the findings support three propositions. First, literacy improvement depends on a complete management cycle rather than on the literacy activity itself, since the same fifteen-minute routine produced different capacity for follow-up at the two sites according to what was recorded. Second, the social organization of reading matters as much as its frequency, which is why peer arrangements, teacher scaffolding, and assistance for non-fluent readers are managerial rather than merely pedagogical decisions. Third, the absence of attainment targets at the planning stage is the weakness that most limits both schools, because it leaves the controlling function without a reference point [3].

4.1 Limitations

Several limitations should be acknowledged. The study involved two elementary schools in a single regency, so its findings are analytically rather than statistically generalizable. Improvement in reading and writing was assessed from school records and informant accounts rather than through independent measurement, and was not attributed causally to management strategy. The absence of longitudinal data means conclusions about durability remain inferential, and the perspectives of parents, who participate in the literacy ecosystem, were represented only indirectly.

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5 Conclusion

School literacy programs play an important role in improving students' reading and writing skills at SDN Taringgullandeuh and SDN 2 Kiarapedes. The programs are implemented systematically through the stages of planning, organizing, implementation, and evaluation. Considered planning, effective organization of resources, integrated literacy activity, and sustained evaluation together create a supportive learning environment and foster a literacy culture.

Specifically, planning was conducted on the basis of Education Report data and differentiated by grade band; organizing was realized through a literacy team established by principal's decree with defined roles and allocated resources; implementation proceeded through daily reading habituation, a weekly literacy session, reading corners, library visits, and targeted assistance for students not yet fluent; and supervision was conducted through periodic evaluation and reflection in school meetings.

The comparative dimension yields the study's most transferable conclusion. The two schools differ less in the literacy activities they conduct than in what they record: documented reading logs at one site allowed teachers to identify students who had ceased to progress, whereas informal monitoring at the other left that judgment to recollection. Documentation is therefore not an administrative addition to literacy management but the mechanism connecting evaluation back to planning, and the shared absence of attainment targets at the planning stage limits both schools in the same way.

On this basis it is recommended that schools define reading and writing attainment targets with baselines during planning; that decrees establishing literacy teams specify reporting obligations and assign responsibility for assisting non-fluent readers rather than leaving it to individual initiative; and that monitoring instruments be designed so that records can be aggregated across periods. Future researchers are encouraged to extend the scope of study to additional schools or regional contexts, to examine a single management function in greater depth, such as the digitization of literacy evaluation [29], and to investigate the integration of local wisdom into literacy ecosystems.

DECLARATIONS

Author Contributions

Conceptualization, R.B.C. and W.D.A.; methodology, R.B.C. and W.D.A.; investigation and data curation, R.B.C.; formal analysis, R.B.C.; writing—original draft preparation, R.B.C.; writing—review and editing, W.D.A.; supervision, W.D.A. Both authors have read and agreed to the published version of the article.

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Conflict of Interest

The authors declare that there are no conflicts of interest regarding the publication of this article.

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Research Ethics and Informed Consent

Permission was obtained from the relevant education office and from both schools before fieldwork, consent was obtained from teachers, and parental consent was secured before any student was interviewed. Individual identities are not disclosed.

Data Availability Statement

Anonymized interview transcripts, field notes, and coding records are available from the corresponding author upon reasonable request. Student reading logs and journals are not available because they contain personal data of minors.

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