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IMPLEMENTATION OF DATA-DRIVEN SCHOOL PLANNING TO STRENGTHEN LITERACY AND NUMERACY

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Abstract

This study aims to analyze the implementation of Data-Based Planning (DBP) in strengthening literacy and numeracy at SD Negeri Gemah, Semarang City. Data-based planning is a strategic approach to school program development that relies on educational achievement evaluations, problem identification, reflection, and the formulation of improvement programs. This study employed a qualitative approach with a case study design. Data were collected through interviews with the school principal and supported by documentation related to school planning, program implementation, and evaluation. Data analysis involved identifying information, categorizing findings, interpreting data, and drawing conclusions. The findings indicate that DBP implementation was carried out through the identification, reflection, and improvement (IRB) stages, using the Education Report Card as the basis for determining priorities. Evaluation results showed an increase in numeracy achievement from 73.33% to 93.33%, while literacy achievement reached 100%. Improvement programs were implemented through strengthening reading habits, optimizing the library and reading corners, using numeracy learning media, enhancing teacher competencies, and integrating programs into the Annual Work Plan (RKT), School Medium-Term Development Plan (RKJM), and School Budget Plan (RKAS). The implementation of DBP supports more focused, collaborative, and sustainable school decision-making in improving the quality of learning.

Keywords: Data-Based Planning, School, Literacy, Numeracy, Education Report Card .

INTRODUCTION

Improving the quality of education is a strategic effort to develop student competencies so they can face the various challenges of developments in science, technology, and social life. The quality of education is determined not only by the availability of facilities and infrastructure, but also by the quality of the learning process, the capabilities of educators, school management, and the accuracy of decision-making in determining educational programs. In the context of educational units, effective planning needs to be based on the actual needs of the school and the conditions of student achievement so that the developed programs have clear direction, targets, and priorities. The use of educational data is important because it can help schools understand actual conditions, identify problems, and determine more targeted and accountable improvement steps (Sudadi et al., 2025).

Literacy and numeracy are fundamental competencies that need to be continuously developed at the elementary education level. Literacy relates to the ability to understand, use, analyze, evaluate, and reflect on information through various texts, while numeracy encompasses the ability to use mathematical concepts to understand and solve problems in various life situations. Both competencies are oriented not only to reading and arithmetic skills but also relate to reasoning, information comprehension, problem-solving, and decision-making. Rakhmawati & Mustadi (2022) explain that numeracy literacy is a subset of mathematical literacy that helps individuals recognize the role of mathematics in life, enabling them to use numeracy knowledge and skills in constructing reasoning and making decisions. These abilities include the use of numbers and mathematical symbols, processing information presented through tables, graphs, or other visual forms, and applying mathematical concepts to solve contextual problems.

Yuda & Rosmilawati (2024) showed that strengthening numeracy literacy in elementary schools needs to pay attention to aspects of mathematical reasoning and problem-solving skills, because numeracy literacy activities are not only oriented towards testing abilities, but also need to be directed at developing student competencies. Thus,

strengthening literacy and numeracy requires learning strategies that are planned, contextual, and appropriate to the characteristics and needs of students. Arbain & Sirad (2023) showed that strengthening numeracy literacy in elementary school students can be done through contextual and constructive learning innovations that connect mathematical concepts with everyday life problems. This learning provides opportunities for students to understand the real benefits of mathematics and develop the ability to use mathematical concepts in solving problems. These findings indicate that strengthening numeracy literacy does not only depend on mastery of the material, but also requires learning strategies that are planned, contextual, and able to develop student engagement and thinking skills. Rosita et al. (2024) found a positive and significant relationship between mathematical literacy and problem-solving skills in elementary school students. These findings reinforce the link between numeracy literacy and students' ability to understand problems and use mathematical knowledge to find solutions. Therefore, numeracy literacy development needs to be directed not only at achieving learning outcomes but also at strengthening students' reasoning and problem-solving abilities.

In its implementation, strengthening literacy and numeracy still faces challenges in the form of unequal student abilities across various competency aspects. Research by Yuda and Rosmilawati (2024) indicates that numeracy literacy studies in elementary schools still need to strengthen aspects of mathematical reasoning and problem-solving. Meanwhile, Umroh et al. (2023) identified that literacy and numeracy competencies in elementary schools need to be developed through more meaningful learning that is integrated with students' needs and contexts. These findings indicate that strengthening literacy and numeracy needs to be supported by identifying specific abilities, so that schools are not only oriented towards general achievements but also able to identify competencies that still require intervention. Therefore, data from educational evaluations plays a crucial role as a basis for determining learning priorities and designing programs to improve student competency.

One approach developed to support improving the quality of education is Data-Based Planning (DBS). DBS is a planning process that uses educational data as a basis for identifying problems, analyzing root causes, determining priorities, formulating programs, and making improvements to conditions that need to be improved. The Education Report Card is one source of information that can be used by educational units to understand the achievements and conditions of educational quality, including indicators of literacy, numeracy, learning quality, and other relevant aspects. Sudadi et al. (2025) explain that DBS plays a role in supporting evidence-based decision-making through the use of the Education Report Card, reflection on school conditions, program adjustments, and monitoring activity implementation. Therefore, the use of educational data needs to be placed as part of the school management process that is oriented towards quality improvement, not just to fulfill administrative planning.

Implementing Data-Based Planning requires a systematic process to connect data analysis results with school programs and activities. Widiyawati et al. (2025) examined the use of Education Reports in the preparation of School Activity and Budget Plans (RKAS) through the stages of identification, reflection, and improvement. The study showed that data utilization can be the basis for formulating programs to improve literacy, develop teacher competencies, provide learning facilities, and manage school budgets more effectively. However, the implementation of Data-Based Planning also faces challenges, including educators' data literacy skills and limited access to technology. These findings indicate that the success of Data-Based Planning depends not only on data availability but also on the ability of school personnel to understand information, identify needs, formulate solutions, and implement improvement programs according to the conditions of the educational unit.

Research by Dwi Rismi et al. (2025) also examined the effectiveness of Data-Based Planning in improving students' numeracy skills through a longitudinal analysis over the period 2023–2025. The results showed an increase in basic numeracy skills, particularly in the minimum competencies and number domains, but gaps were still found at several cognitive levels, particularly higher-order reasoning skills. These findings indicate that improving numeracy through Data-Based Planning requires adaptive strategies, teacher competencies, and learning interventions that are appropriate to the characteristics of students' abilities. Furthermore, Utaminingsih et al. (2026) examined literacy, numeracy, and character program planning based on the Education Report Card. The study showed that data analysis can be used to identify root causes and develop school programs, including strengthening learning, literacy and numeracy activities, and developing teacher competencies. Both studies reinforce the importance of utilizing data in designing educational programs, but also show that strengthening student competencies requires programs that are oriented towards specific needs and ongoing follow-up.

This phenomenon was also found at Gemah Public Elementary School, Semarang City, based on the results of an initial interview with the principal on October 13, 2026. The interview results indicated that the school had utilized the Education Report Card as a basis for understanding the condition of educational quality and determining the direction of improvement. Literacy achievement showed an increase in the percentage of students achieving

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minimum competencies from 96.67% to 100%, while numeracy achievement increased from 73.33% to 93.33%. Although these achievements indicate positive developments, the school analysis results show that student competency mastery is not fully evenly distributed across all sub-indicators. In the literacy aspect, the competency of evaluating and reflecting on text content (L3) obtained a score of 62.24 and experienced a decrease of 7.88 points compared to the previous year. This condition indicates that good general literacy achievement still needs to be followed by strengthening students' abilities in analyzing information, evaluating reading content, assessing information quality, and conveying critical reflections. Thus, schools need program planning that not only maintains literacy achievement but also specifically directs learning to competencies that still need strengthening.

In the numeracy aspect, the results of the initial interview showed that 93.33% of students had achieved the minimum competency, but there were still 6.67% of students who had not achieved the minimum competency. The geometry domain obtained a score of 60.93, while the application competency (L2) obtained a score of 63.72. This condition indicates that numeracy strengthening still needs to be directed at understanding mathematical concepts, applying concepts in real situations, and solving contextual problems. Based on the results of this analysis, the school developed a learning program through the use of concrete media, spatial models, number games, buying and selling simulations , and interactive learning media. These empirical findings show that literacy and numeracy achievements need to be analyzed in more detail based on indicators and sub-indicators, so that the improvement program can be tailored to the needs of students and not only based on the school's general achievements (Interview with the Principal of Gemah Public Elementary School, October 13, 2026).

Based on the same interview results, the implementation of PBD at Gemah Public Elementary School was carried out through a process of identification, reflection, and improvement. In the identification stage, the school downloaded, studied, and analyzed the results of the Education Report by examining changes in the achievement of indicators and sub-indicators. The reflection stage was carried out through discussions with the principal, school development team, teachers, education staff, finance team, committee, and parent representatives to identify the root of the problem and determine the priority of improvement. The results of the reflection were then translated into school programs, including the habit of reading for 15 minutes before learning, Thursday Literacy activities, optimization of reading corners and libraries, strengthening numeracy through concrete media and contextual learning, and developing teacher competencies through learning communities, KKG, training, supervision, and coaching. The program showed that the use of educational data at Gemah Public Elementary School has been directed at developing activities related to learning needs and strengthening student competencies.

Data-Based Planning at Gemah Public Elementary School is also integrated with medium-term planning, annual planning, and school budgeting. The results of identification and reflection are used as the basis for preparing the Annual Work Plan (RKT), which is then aligned with the Medium-Term Work Plan (RKJM) and the School Activity and Budget Plan (RKAS). Funding priorities are determined based on sub-indicators that are still low, student needs, the root of learning problems, program effectiveness, BOSP budget availability, and applicable regulations. Budgeting is directed at providing reading materials, numeracy learning media, learning support facilities, improving teacher competency, and strengthening literacy and numeracy activities. The process involves the principal, school development team, teachers, treasurer, bookkeeper, committee, and other related elements. This mechanism demonstrates that PBD is not only related to the analysis of educational outcomes, but also relates to decision-making, priority setting, stakeholder involvement, and the utilization of school resources to support programs to improve the quality of learning.

Although previous research has examined the implementation of Data-Based Planning in school program development, school budget (RKAS) management, numeracy improvement, and the use of Education Reports in educational units, studies on PBD continue to develop and cannot yet be viewed as a uniform process. Sudadi et al. (2025) emphasize PBD implementation, the role of principal leadership, collaboration, and data literacy challenges; Widiyawati et al. (2025) focus on the use of Education Reports in RKAS preparation; Dwi Rismi et al. (2025) examine the effectiveness of PBD in numeracy development; while Rahmawati et al. (2025) examine the use of Education Reports in the planning process at several elementary schools and identify strategic and reactive planning patterns. Departing from these studies, this study aims to deepen understanding of PBD implementation in the context of schools that have generally good literacy and numeracy achievements, but still face the need for improvement in certain sub-indicators. The focus of the study is not only on the use of data or preparation of planning documents, but on the relationship between identifying sub-indicators, reflecting on the root of the problem, determining priority programs, integrating programs into the RKT and RKAS, as well as implementing monitoring and evaluation as a series of processes for strengthening literacy and numeracy at the school level.

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Based on the above description, this study aims to examine the implementation of Data-Based Planning in strengthening literacy and numeracy at Gemah Public Elementary School, Semarang City. The study focuses on the use of Education Report Cards in the process of identification, reflection, and improvement; the involvement of school residents in decision-making; the translation of data analysis results into learning programs, RKT, and RKAS; and the mechanism for monitoring, evaluation, and program follow-up. This study is expected to provide a contextual overview of the implementation of PBD in elementary education units, while also contributing to the development of school planning practices that are more reflective, collaborative, directed, and oriented towards student needs in supporting the continuous improvement of learning quality.

METHOD

This research uses a qualitative approach with a case study design. This approach is used to understand in depth the implementation process of Data-Based Planning (DBP) in strengthening literacy and numeracy in educational units. The case study was chosen because the research focuses on the implementation of school planning in a real context, by considering the decision-making process, planning mechanisms, school involvement, and the relationship between educational data and the preparation of learning quality improvement programs. The research was conducted at Gemah Public Elementary School, Semarang City, with the object of research being the implementation of Data-Based Planning in strengthening literacy and numeracy. The research subject was the school principal who was designated as the main informant using the code KS-01 to maintain identity confidentiality. The selection of informants was carried out purposively based on the consideration that informants have roles and responsibilities in school management, decision-making, and the educational program planning process.

Data collection was conducted through interviews and documentation. Interviews were conducted in a structured manner based on interview guidelines that had been developed according to the research focus. The interview guidelines covered the utilization and analysis of Education Report Card data, the process of reflection and problem identification, determining priority programs, preparing school work plans, integrating programs into budget planning, and implementing program monitoring and evaluation. Documentation was used as a supporting technique to obtain and review documents relevant to the implementation of Data-Based Planning, including school planning documents, Education Report Cards, literacy and numeracy programs, and budgeting documents according to availability and research access. The research instrument was the researcher herself as the main instrument, with the assistance of interview guidelines and documentation guidelines as supporting instruments for data collection. The interview guidelines were used to ensure the information collection process took place according to the research focus, while the documentation guidelines were used to identify documents relevant to the process of planning and strengthening literacy and numeracy in schools.

Data analysis was conducted qualitatively through the stages of data reduction, data presentation, and conclusion drawing. Data reduction was carried out by selecting and organizing the information obtained based on the research focus. Data presentation was carried out systematically in the form of descriptive descriptions to illustrate the implementation process of Data-Based Planning. Next, conclusions were drawn by interpreting the analyzed data to obtain an overview of the implementation of data-based school planning in strengthening literacy and numeracy. Data validity was planned through technical triangulation, namely comparing information obtained through interviews with relevant documentation data. This process was used to assess the suitability of the information and strengthen the credibility of the research data. Triangulation was carried out based on the availability of documents and supporting evidence that were accessible during the research.

RESULTS AND DISCUSSION

RESULTS

RESEARCH RESULT

1. Utilization of Education Reports in Identifying Literacy and Numeracy Achievements

Based on interviews with the principal (KS-01), the Education Report Card was used as an initial source of information to determine literacy and numeracy achievements and to determine indicators requiring attention. The data presented showed literacy achievement at 96.67% and then reaching 100%, while numeracy achievement increased from 73.33% to 93.33%. Although overall achievement showed good conditions, the school continued to monitor several sub-indicators that were not optimal.

In the literacy aspect, the L3 sub-indicator related to the ability to evaluate and reflect on texts scored 62.24, a decrease of 7.88 points compared to the previous period. In the numeracy aspect, the geometry domain sub-indicator

scored 60.93, while numeracy skills at level 2 (applying) scored 63.72. This information is of concern to the school because the achievement of the main indicator does not fully reflect students' mastery of all sub-indicators. The principal explained that the process of utilizing the Education Report Card is carried out by reading and examining the indicators and sub-indicators, observing changes in scores, and identifying aspects that still need improvement. The results of reading this data are used as a basis for determining priorities for learning improvements.

2. Reflection and Identification of Root Causes

After identifying indicators that need improvement, the school conducts a reflection to understand the factors related to literacy and numeracy achievement. The reflection takes into account the learning process, teacher methods, student learning habits, availability of learning resources, and the need for teacher competency improvement. The reflection is carried out collaboratively, involving the principal, school development team, teachers, education staff, financial management, school committee, and parent representatives. This activity provides a space to discuss data, convey learning conditions, identify potential root causes, and determine program priorities.

3. Formulation of Literacy and Numeracy Improvement Program

The improvement program was formulated based on priority indicators. In the area of literacy, the school implemented a 15-minute reading habituation activity before lessons, a Thursday Literacy activity, utilization of reading corners and libraries, provision of books, and the use of learning media, including AQIL media. The program was aimed at supporting reading habits and enriching students' literacy activities. In the area of numeracy, the program included the use of concrete objects and learning models for geometry, number games, simulations of buying and selling activities, contextual mathematics learning, interactive media, and problem-solving-based activities. These activities were used to provide numeracy learning experiences that were closer to real-life situations. Improving teacher competency was also part of the improvement program. The school implemented weekly learning communities, monthly KKG activities, workshops, utilization of the GTK Room, coaching, and supervision. Teacher development activities were aimed at strengthening learning strategies, differentiated learning, and improving the learning process.

4. Integration of the Benahi Program into the RKT, RKJM, and RKAS

The formulated program is then integrated into the school's planning. The principal explains the relationship between the planning and the school's vision and mission, the Medium-Term Work Plan (RKJM), the Annual Work Plan (RKT), and the School Activity and Budget Plan (RKAS). Program development involves school stakeholders to ensure that planned activities align with needs and priorities. Budgeting is directed to support activities related to priority indicators, including the provision of books and literacy materials, numeracy media, teacher competency development, and monitoring and evaluation activities. Budget utilization is adjusted to the provisions and available funding sources, including the School Operational Assistance Program (BOSP).

5. Monitoring, Evaluation, and Program Follow-up

The implementation of the program is accompanied by monitoring and evaluation activities. Based on interviews, monitoring is conducted through activity scheduling, observation of the learning process, academic supervision, documentation, coaching, and the use of diagnostic and formative assessments. These activities are conducted to obtain information regarding program implementation and learning development. The results of monitoring and evaluation are used for reflection and follow-up. Schools adjust activities if there are aspects of implementation that need improvement. Thus, monitoring and evaluation become part of the program management process, not just a final inspection activity.

DISCUSSION

1. Educational Report as a Basis for Targeted Planning

Research findings indicate that schools use the Education Report Card to recognize achievements and determine areas for improvement. Literacy and numeracy achievement data are not only understood as aggregate figures, but are also examined through sub-indicators that indicate more specific needs. This demonstrates the need for data-driven planning by examining achievements holistically, ensuring schools do not focus on indicators that appear positive but also focus on areas that are less than optimal. The use of sub-indicator data allows schools to formulate more targeted priorities. In the context of Gemah Public Elementary School, the focus on the ability to evaluate and reflect on text, geometry, and numeracy at the applied level demonstrates that the planning process takes into account the diversity of students' learning needs.

2. Reflection as a link between data and program decisions

Data identification does not automatically generate improvement programs. Research findings demonstrate a reflective process involving various school elements to examine learning conditions and identify root causes. Reflection serves as an interpretive stage, connecting information in the Education Report Card with actual

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experiences and conditions in the school. Involving various stakeholders in reflection also broadens perspectives in identifying needs. Discussions of indicators, learning methods, resources, and teacher competencies can help schools avoid establishing programs based solely on assumptions. Therefore, collaborative reflection is a crucial part of transforming data into relevant decisions.

3. Benahi Program as a Response to Literacy and Numeracy Priorities

The school's literacy and numeracy program demonstrates efforts to connect data priorities with learning activities. Reading habits, literacy activities, library utilization, and literacy media are all programs oriented toward strengthening reading experiences. Meanwhile, the use of concrete objects, number games, simulations of buying and selling, geometry, and problem-solving demonstrate efforts to present numeracy in a more realistic context. Teacher competency development through learning communities, KKG (Community Working Group), workshops, coaching, and supervision complement the student-centered program. This indicates that improving literacy and numeracy is seen not only as related to student activities but also to teachers' capacity to design and implement learning. However, the interview data sheds light on the program's form and direction; its effectiveness in improving learning outcomes cannot be concluded without evaluation data from its implementation.

4. Integration of Programs into Planning and Budgeting Documents

The integration of the Benahi program into the RKT, RKJM, and RKAS demonstrates the school's efforts to maintain a connection between the results of needs identification, program decisions, and resource support. Programs included in the planning documents have a basis for structured implementation, aligned with school priorities, and considered in budget allocation. The link between planning and budgeting is crucial because literacy and numeracy programs require support not only in the form of learning activities, but also facilities, media, reading materials, and teacher competency development. These findings illustrate that data-driven planning in schools encompasses the process of determining activities as well as considering resources to support their implementation.

5. Monitoring and Evaluation as Control of Program Implementation

Monitoring and evaluation, conducted through observation, supervision, documentation, coaching, and diagnostic and formative assessments, demonstrate the existence of control mechanisms for program implementation. Information from these activities can be used to assess alignment between plans and implementation and identify follow-up needs. Within a data-driven planning framework, monitoring and evaluation are crucial because the improvement process must be ongoing. The results of program implementation can serve as a basis for subsequent reflection, giving schools the opportunity to review priorities, adjust strategies, and improve activities that are not performing as expected.

6. Synthesis of Data-Based Planning Implementation

Based on the overall findings, the implementation of data-driven planning in strengthening literacy and numeracy at Gemah Public Elementary School can be understood as a series of interconnected processes. This process begins with identifying achievements through the Education Report Card, followed by reflection and identification of root causes, formulation of improvement programs, integration of programs into planning and budgeting documents, and implementation of monitoring, evaluation, and follow-up. This series demonstrates that data-driven planning is not only related to the use of achievement reports, but also to how the school translates information into decisions, programs, budget support, and control mechanisms. These findings confirm the ongoing implementation process in the school, while assessment of the program's effectiveness on literacy and numeracy achievements requires further evaluation data support.

CONCLUSION

Based on the research results and discussion, it can be concluded that the implementation of Data-Based Planning (PBD) in strengthening literacy and numeracy at Gemah Public Elementary School, Semarang City, was carried out through an interrelated process of identification, reflection, and improvement. The Education Report Card was used as a basis for identifying literacy and numeracy achievements, as well as determining sub-indicators that still require attention. Although the achievements generally showed good results, the school still found aspects that need to be strengthened, especially the ability to evaluate and reflect on text content (L3), the geometry domain, and numeracy skills at the application level (L2).

The subsequent planning process was carried out through collaborative reflection involving the principal, school development team, teachers, education staff, finance team, committee, and parent representatives. This reflection was used to identify root causes related to learning quality, learning methods, learning habits, availability of facilities, and teacher competency. The results of the identification and reflection became the basis for formulating literacy and numeracy improvement programs, including reading habits, Literacy Thursdays, utilization of reading

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corners and libraries, provision of reading materials, use of numeracy learning media, contextual learning, and teacher competency development through learning communities, workshops, and coaching.

The implementation of PBD is also demonstrated through the linkage of priority programs with school planning and budgeting documents, namely RKJM, RKT, and RKAS. Programs formulated based on needs and priority sub-indicators are then aligned with the allocation of BOSP funds and outlined in the budget through ARKAS. Program implementation is accompanied by monitoring, evaluation, supervision, learning observations, documentation, and follow-up as part of efforts to ensure the program runs according to plan. Thus, PBD at Gemah Public Elementary School functions not only as a process for reading educational achievement data, but also as a mechanism for decision-making, determining priority programs, allocating resources, and continuously improving learning in strengthening literacy and numeracy.

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