

SCHOOL LITERACY POLICY AS AN EFFORT TO STRENGTHEN 21ST-CENTURY SKILLS

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Abstract. School literacy policy is one of the education policies that aims to improve students' literacy skills. Although in line with national education goals, the survey results show that the average literacy score of Indonesian students is still far below the average of OECD countries. This study aims to analyze school literacy policies by providing an in-depth understanding of school literacy policies and their contribution to 21st-century skills development, as well as providing solutions to improve the effectiveness and equity of policy implementation. This study used a Systematic Literature Review (SLR). Literature analysis shows that school literacy policies in Indonesia have increased, reflected in the growth of school libraries, the number of books, and the participation of teachers and students in literacy activities. However, challenges such as limited access to literacy resources and lack of student motivation in reading still need to be addressed. A deep understanding of the role of school literacy policy in developing 21st-century skills can make a positive contribution to national education in Indonesia. For future research, it is recommended to explore the impact of the use of technology in improving literacy in the school environment.

INTRODUCTION

School literacy policy is one of the education policies that aims to improve

the literacy skills of students. This policy is in line with the objectives of national education as stated in [Law Number 20 of 2003](#) concerning the National Education System, namely to develop the potential of students to become human beings who believe and fear God Almighty, have a noble character, healthy, knowledgeable, capable, creative, independent, and become democratic and responsible citizens. Literacy skills are important skills needed to face challenges in the era of globalization. These skills include the ability to access, process, understand, and use information effectively. With adequate literacy skills, students will have a greater chance of achieving success in education, career, and community life. The school's literacy policy aims to instill the values of love of reading, love of learning, creativity, critical, tolerance, and mutual assistance ([Purnadewi & Widana, 2023](#)).

Based on the results of the 2018 Programme for International Student Assessment (PISA) survey, the average literacy score of Indonesian students is only 371, far below the average literacy score of students in OECD countries (394). This shows that Indonesian students still need to improve their literacy. A survey conducted by the Central Statistics Agency (BPS) in 2017 showed that only 32.4% of elementary school students had a high interest in reading. A survey conducted by the Ministry of Education and Culture (Kemendikbud) in 2018 showed that only 50% of school libraries have a collection of books that match students' interests.

The results of the Indonesian Student Competency Assessment (AKSI)/Indonesia National Assessment Programme (INAP) which measures reading, math, and science skills for elementary school children also showed similar results. Nationally, for the category of less in mathematical ability as much as 77.13 percent, less in reading 46.83 percent, and less in science 73.61 percent, Ministry of Education and Culture ([GLN Guide, 2017](#)). While the Central Connecticut State University survey ranked Indonesia 60th out of 61 countries surveyed, only a notch above Botswana. This study ranked the literacy rates of the countries surveyed using several variables, such as PISA results, number of libraries, newspaper circulation, education system, and computer availability.

To improve community literacy, since 2016 the government through the Ministry of Education and Culture has launched the National Literacy

Movement program consisting of the School Literacy Movement (GLS), Family Literacy Movement, and Community Literacy Movement. The National Literacy Movement has encouraged the growth of a reading culture, one of which can be monitored through the implementation of GLS. Through the issuance of the [Regulation of the Minister of Education and Culture \(Permendikbud\) Number 23/2015 concerning the Growth of Ethics](#), one of the goals seeks to strengthen students' literacy culture, many schools have begun to implement a 15-minute activity of reading non-lesson books before learning time begins. This habituation is expected to foster interest in reading and improve reading skills so that knowledge can be mastered better.

The current regulation on the school literacy movement is the [Regulation of the Minister of Education, Culture, Research, and Technology of the Republic of Indonesia Number 22 of 2022 concerning the Implementation of Early Childhood Education, Primary Education, and Secondary Education](#). This regulation emphasizes that school literacy culture must be developed through the habit of reading for 15 minutes every day before learning begins. In addition, schools must also organize various other literacy activities, such as literacy activities in the school library, literacy activities in the classroom, and literacy activities outside the classroom. Schools should also work with parents and communities in developing a school literacy culture. This collaboration can be in the form of habituation to reading at home, participation of parents in school literacy activities, and development of community libraries. Therefore, this study aims to analyze school literacy policies as an effort to strengthen 21st-century skills by providing an in-depth understanding of school literacy policies and their contribution to 21st-century skills development, as well as providing solutions to improve the effectiveness and equity of implementation of these policies.

METHOD

This research was prepared based on a literature review using the Systematic Literature Review (SLR) method, which involves identifying, reviewing, evaluating, and interpreting various existing research. Researchers systematically review articles relevant to the research topic. The review process is carried out with a defined structure, following pre-defined steps.

To ensure that this research was carried out systematically, this study refers to PRISMA guidelines. The literature search process was carried out

on November 22, 2023, using Google Scholar using the Publish or Perish (PoP) application with the keywords. Researchers limited the number of articles to 260 from 2019 to 2023, and after analysis, only 25 articles relevant to the main title and purpose of the study were chosen.

Table 1. Search Strategy

Google Scholar (n= 260)
Keyword:
Factors that influence the effectiveness of the School Literacy Movement Policy, effective strategies to improve the effectiveness of School Literacy Movement policies, school literacy policy, national education goals, 21st-century skills attainment, solutions, challenges in implementing school literacy policies

Table 2. Eligibility Criteria

Inclusion	Exclusion
Published between 2019 and 2023	Content is not related to research topics and questions, namely:
Articles are journals or proceedings	1. Is the school literacy policy in line with national education goals?
	2. How can school literacy policies support 21st-century skills attainment?
	3. What are the challenges in implementing school literacy policies?
Content written in Indonesian or English	4. What are the solutions to overcome the challenges in implementing school literacy policies?
	Outside of primary education and secondary education

The selected articles are then analyzed by following the steps, namely (1) Data sorting using Microsoft Excel to facilitate selection and focus on important points relevant to the research topic, (2) Display of data in the form of tables, narratives, and diagrams that have been formulated before, (3) Draw conclusions aimed at answering previously formulated research questions.

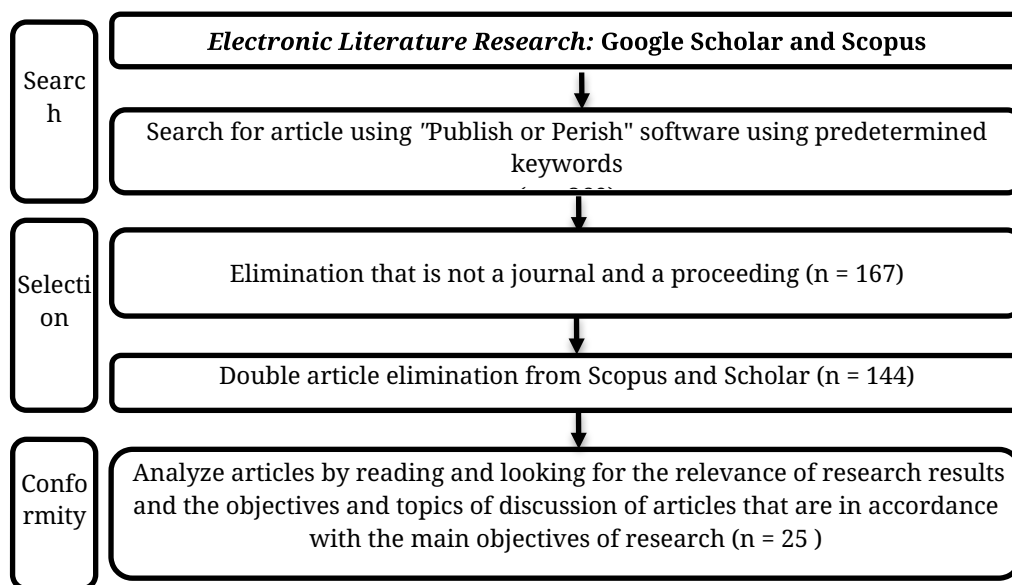


Image 1. PRISMA Systematic Literature Review

RESULTS AND DISCUSSION

Based on the data collection process, 25 articles are on the topic of Policy Analysis of the School Literacy Movement as an Effort to Strengthen 21st-Century Skills. The following articles found in the systematic review are presented in Table 3.

Table 3. Results of Literature Review

No	Author and Year	Findings
1		The effectiveness of digital literacy in elementary and junior high schools in Pontianak City is influenced by the principal's understanding, teachers' technological capabilities, school facilities, young teachers' readiness, policy rules, educator discussion forums, and government and private support. All of these factors play a key role in the success of the digital literacy movement at the primary and secondary education levels.
2		Several obstacles arise, including scarcity of reading materials, limited support from teachers, time limits on borrowing books, and lack of reading experience of students. Low interest in reading is also influenced by the lack of coaching reading habits at home from an early age.
3		Literacy culture is faced with several obstacles in children, such as a lack of literacy priorities in the

No	Author and Year	Findings
		surrounding environment, reading activities being considered as an obligation, not entertainment, lack of availability of reading books, and an unsupportive environment.
4		The main obstacles to digital literacy in elementary and secondary schools in Pontianak City involve the lack of reading materials in reading corners and libraries, the lack of involvement of the education office in school literacy initiatives, and limited funds.
5		To overcome budget constraints in literacy policy, the main strategies are efficient allocation of funds, finding alternative funding sources through partnerships with the private sector or foundations, and fundraising through literacy grant proposals from non-profit institutions or donors.
6		These constraints include (1) limited facilities and infrastructure, (2) bureaucratic obstacles, and (3) limited human resources.
7		Inhibiting factors include students' interest in reading, limited reading books, and the absence of a special literacy team.
8		The implementation of the financial literacy movement is constrained by the availability of facilities and infrastructure around schools in Cisaeng.
9		Factors inhibiting digital literacy: low teacher commitment, literacy teams have not been formed, and GLS programs have not been integrated into school programs.
10		The literacy program is carried out with library visits
11		The literacy movement at SDN Mojorejo 1 Kota Batu is carried out synchronously and asynchronously. Every morning, synchrony is done via video conference or chat using applications such as Google Meetings, Zoom, or WhatsApp. Literacy is carried out 15 minutes before learning by displaying videos or pictures that students listen to. They were given variant tasks such as retelling, creating questions, conveying vocabulary, and writing sentences according to impressions. Asynchronous is done by asking students to read books delivered through WhatsApp groups. The teacher recorded the book and

No	Author and Year	Findings
		the reading results were delivered at the synchronous session on Tuesday.
12		Interactive use of books
13		Utilization of augmented reality reading resources in the literacy movement in elementary schools. The steps include preparation of reading materials, selection of materials, installation of augmented reality applications on devices, reading activities, and discussion activities.
14		Use of interactive storybooks, learning videos, and learning applications accessed via computer or laptop
15		Adding enrichment books, creating reading areas, carrying out various literacy activities, and involving the public in the implementation of the literacy movement.
16		Program reading corners, library visits, and read 3 short letters.
17		At SMA Negeri 1 Kota Kediri, there is a reading habituation activity carried out 15 minutes before class hours every Monday to Friday. In the first hour teacher guides students in reading until they get used to it. After that, the focus shifted to religious reading literacy, including reading the holy verses of the Qur'an and other holy books according to students' beliefs. Students also learn recitations of the Qur'an and read its translations, with teacher supervision. These activities are supervised by spiritual guidance from each religion and carried out in gazebos provided by the school. After finishing, the students returned to their respective classes.
18		The Madrasah Literacy Movement Program (GELEM) at MTsN 3 Jombang involves reading non-lesson books for 15 minutes before breaks, literacy development through writing and printing books, and integrating literacy culture in learning planning and implementation.
19		The implementation of literacy culture development at SDN 01 Kauman Malang City involves several strategies, such as SQ3R, reading-question (MTJ), storytelling, and Guide Reading. Activities involve English conversations, reading fairy tales with life values, and chelation books in Javanese. Literacy development also occurs through activities in school libraries, visits to city/regional libraries, and providing classroom reading corners, reading corners, reading carts, and watching short films.

No	Author and Year	Findings
20		The habituation stage involves the habit of reading books for 15 minutes before the first class and library visits. The development phase includes literacy facilities, learning strategies, literacy culture, learning visit agendas, and the development of literacy facilities such as books, the Internet, and libraries.
21		The language literacy program involves the implementation of English Day every Wednesday and the use of foreign language slogans in the corner of the room. Numeracy literacy is integrated in Mathematics, Physics, and Chemistry, and is applied to writing the number of Shaf Salat in Mushola. Science literacy is implemented in the fields of Physics and Chemistry. Digital literacy is applied in all subjects using internet-based services. The financial literacy program is integrated with the field of entrepreneurship studies. Cultural literacy and citizenship are adopted through the use of the Sundanese language and the cultivation of Sundanese art in certain events.
22		At Penukal Abab Lematang Ilir District Public High School, the School Literacy Movement is emphasized through reading groups, morning motivation, reading corners, and the provision of libraries as literacy resources.
23		To increase the reading interest of grade 2 students, the "One Week-One Book" strategy is applied. Within 1 week, the appropriate books are selected and distributed to parents through home visits. The program is explained and the control card is handed over directly through a home visit.
24		Writing habits are mandatory, while the Wrapan Berlianku program was developed as a Special Writing Savings, becoming a Superior Literacy Source for Book Writing.
25		The program supports educational goals with a focus on character growth, according to Ministry of Education and Culture regulations. Activities such as reading groups, morning motivation, reading corners, and library procurement, the program also support the development of 21st-century skills.

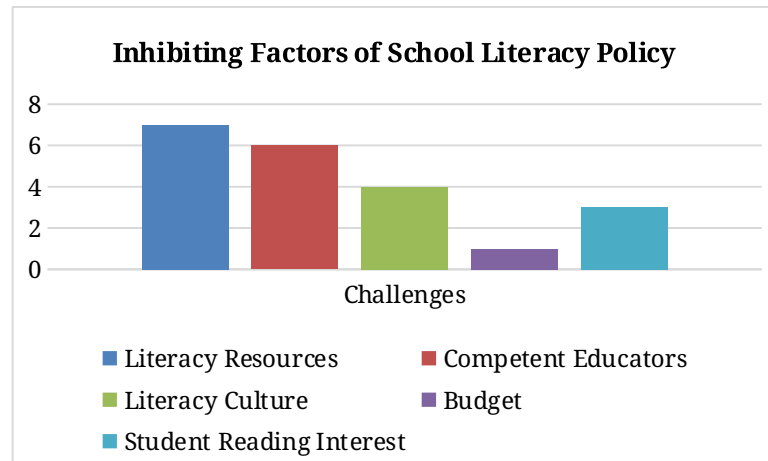


Chart 1. Studies Based on Inhibiting Factors

Table 4. Comparative Data of School Literacy Movements in Various Regions in Indonesia in 2019-2023

Indicators	Java	Sumate ra	Kalimant an	Sulawes i	Nusa Tenggar a	Maluk u	Papua
Number of school libraries	26,626	10,602	4,852	7,168	2,984	1,016	1,108
Number of books in the school library	102,772,974	46,479,738	23,487,792	32,802,720	13,683,312	4,306,872	5,282,160
Number of teachers attending literacy training	480,726	240,363	120,181	160,242	80,121	40,060	44,048
Number of students participating in literacy activities	28,813,144	14,406,572	7,203,286	9,604,572	4,802,286	2,401,643	2,641,643
Reading Literacy Activity index	72.2	67.8	63.4	68.6	62.2	57.8	59.4

In general, school literacy policies have been in line with national education goals. The policy aims to improve the literacy skills of learners,

which is one of the goals of national education. Literacy skills are important skills needed to face challenges in the era of globalization, such as the rapid and diverse flow of information, rapid technological developments, and the complexity of the problems faced (Widana et al., 2023). However, specifically, school literacy policies still need to be improved to better align with national education goals. For example, school literacy policies need to put more emphasis on the importance of instilling the values of love of reading and love of learning. By emphasizing this value, students will be more likely to be encouraged to explore the world of literacy with great enthusiasm. Creativity also needs to be the main focus, because it is a skill that is not only necessary in the world of literacy but also in various aspects of life (Wirama, 2022).

The importance of developing critical and creative thinking should also not be overlooked. Good literacy skills can strengthen students' ability to analyze information in depth and generate new innovative ideas (Kamila, 2022). As a result, they can become more independent and creative thinkers. In addition, school literacy policies need to include values such as tolerance and mutual aid. This not only creates an inclusive learning environment but also prepares learners to contribute positively in a diverse society. In practice, school literacy policies can support the achievement of 21st-century skills by focusing on improving students' ability to access, process, and understand information effectively. Adequate literacy skills also support the development of critical and creative thinking skills, the ability to communicate effectively, problem-solving skills, and the ability to contribute to society. Based on Chart 1, it can be seen that the skills that are most often used as a benchmark in school literacy are the skills to access, process, and understand information. As in the research With adequate literacy skills, learners will be able to obtain the required information effectively and efficiently. They can read quickly and remain comprehensive, assess sources of information for reliability, and use reading techniques appropriate to their purpose.

Second is the ability to think critically and creatively. In research critical thinking skills involve the ability to analyze information in depth, evaluate various points of view, and make decisions based on rational thinking. Meanwhile, the ability to think creatively involves the ability to come up with new ideas, and innovative solutions, and see relationships that may not be visible to others. *Third* is communication

skills. Literacy skills are not just the ability to read and write, but also skills that enable a person to understand, analyze, and communicate information effectively. When a person has adequate literacy skills, they can convey their ideas and ideas clearly and engagingly. As in the research

Fourth is the skill of solving problems. Research conducted when someone has adequate literacy skills, they can understand problems comprehensively and explore various solutions better. Literacy skills help learners in the problem-solving process in a more systematic way. With the ability to read and understand information well, they can identify the root of the problem, analyze related factors, and devise a plan to solve the problem.

Finally, it is a skill that is rarely used as a benchmark in the development of the school literacy movement. This skill is important because it is directly related to society. Participating in community activities, including providing solutions to problems, requires the ability to communicate effectively. These literacy skills help learners to convey their ideas clearly and build connections with others, facilitating cooperation in finding solutions to various challenges faced by society.

Based on several studies that have been conducted in several schools in Indonesia, it is explained that there are various ways or strategies that schools can apply in implementing school literacy movement policies. In addition, there are also some challenges. In facing the challenges of implementing school literacy policies in Indonesia, it should be understood that the success of these policies is closely related to various aspects, ranging from access to literacy resources to literacy culture in the community.

First, lack of access to literacy resources, and limited access to literacy resources can hinder the development of students' literacy skills. As revealed in the study some regions may face difficulties in providing adequate libraries or literacy resources. Second, Lack of Availability of Competent Educators in Literacy, With the lack of educators who have competence in literacy, the implementation of school literacy policies becomes constrained. In research efforts are needed to improve training and education for teachers so that they can effectively develop students' literacy skills. Third, Lack of Literacy Culture, this challenge creates obstacles in implementing school literacy policies as a whole. The formation of a literacy culture requires

cooperation between schools, families, and communities. Initiatives to increase appreciation of literacy need to be strengthened. According to

Fourth, Lack of Student Motivation and Interest in Reading, an underdeveloped literacy culture can affect students' motivation and interest in reading. It is important to create an environment that stimulates interest in reading, including introducing a variety of interesting and relevant reading materials. As explained by . Fifth, Budget as described in the study

Based on the data in Table 4, it can be concluded that the School Literacy Movement in Indonesia shows an increase from year to year. This can be seen from the increasing number of school libraries, the number of books in school libraries, the number of teachers participating in literacy training, and the number of students participating in literacy activities. This increase occurred in all regions of Indonesia, including Java, Sumatra, Kalimantan, Sulawesi, Nusa Tenggara, Maluku, and Papua. However, the increase was uneven across all regions. Java is still the region with the best literacy conditions, followed by Sumatra, Kalimantan, Sulawesi, Nusa Tenggara, Maluku, and Papua.

The reading literacy activity index in Java shows that the literacy level in the region is in a good category even though it has not reached 80 for aspects of student reading literacy activities. The index of reading literacy activity in Sumatra, Kalimantan, Sulawesi, Nusa Tenggara, Maluku, and Papua shows that the literacy level in these regions is in the sufficient category. This is due to the availability of inadequate literacy infrastructure, such as the number of school libraries and the number of books in school libraries which are still low. In addition, the number of teachers participating in literacy training is still not large, so teacher competence in guiding students to literacy still needs to be improved.

To improve literacy in Indonesia, more intensive efforts are needed from various parties, both the government, schools and the community. Here are several integrated solutions that can be taken to create an inclusive and productive literacy environment in schools. First, improving library infrastructure and access to reading materials in each school. The school library utilization model is significantly able to increase students' interest and reading ability . Concrete steps involve assessing literacy needs, increasing the collection of relevant and diverse books, improving library facilities, integrating technology, active book

lending programs, empowering library personnel, access for all learners, family involvement, collaboration with external parties, and continuous evaluation. With these measures, it is expected to create an inclusive and productive literacy environment in schools, motivate learners to read, and improve their literacy skills. All parties, including local publishers, bookstores, and literacy institutions, need to work together to support this effort to be successful and sustainable. Regular evaluation and feedback from students and library staff are key to continuously updating and improving library services to achieve optimal results.

Meanwhile, to ensure equitable access for all students facing difficulties in several areas, we can implement several strategies, namely collaboration between schools and communities, where we jointly establish libraries that can be accessed by several schools at once. Book donation campaigns and literacy resources from local communities, companies, or charities can help expand the library's collection of books. Book exchange programs between schools can be an effective way, where schools that have larger book collections can share with schools that have limitations.

Second, investment in the training of educators is a step to improve the quality of teachers and help them become agents of change in shaping students' literacy skills . Concrete steps that can be taken involve a needs analysis, preparation of training programs, introduction of innovative teaching methods, focus on the introduction of interesting literacy teaching methods, field practices, empowerment of teachers as agents of change, continuous evaluation, ongoing guidance and support, and integration with school curricula. Needs analysis involves an in-depth understanding of educators' literacy needs, while the preparation of training programs includes customized workshops, seminars, or online courses. The introduction of innovative teaching methods such as the use of educational technology and the utilization of multimedia resources is the focus, followed by field practice sessions for hands-on experience in implementing new literacy teaching strategies. Empowering teachers as agents of change involves their active participation in designing and implementing literacy strategies. Continuous evaluation is key to monitoring the effectiveness of training programs by involving monitoring teacher progress and student response (Lestari et al., 2022). Ongoing guidance and support are required after training is complete, including monitoring sessions, online discussion forums, or mentorship. Finally, the integration of literacy strategies into school curricula is an

important step to ensure sustainability and successful implementation.

Third, building a Culture of Literacy through Community Campaigns and Activities, The Kha Ri Gude Literacy Mass campaign in South Africa, as highlighted by McKay, has had a significant positive impact on building a literacy culture . To implement literacy campaigns and community activities, practical measures need to be implemented. Identify the campaign objectives, whether the focus is on increasing students' reading interest, family participation, or building a community literacy center. Design compelling campaigns using creativity and involving a variety of media. Actively involve schools, families, and communities with literacy seminars, art performances, or other activities. *Fourth*, establish book clubs and discussion forums to encourage discussion and thought. *Fifth*, form partnerships with external parties such as public libraries or local writers. *Sixth*, conduct periodic evaluations and maintain momentum with periodic literacy activities. *Seventh*, encourage student initiative as agents of change. Finally, leverage technologies like social media to expand the reach of campaigns and bring literacy messages to more people. By implementing these measures, literacy campaigns can become more effective and have a positive impact on literacy culture in society.

Initiatives to increase student motivation in the literacy movement in schools can be done through a fun reading approach, as highlighted by . Important steps include curating books based on student interests, holding reading events, and holding reading competitions with attractive prizes. The creation of reading and discussion clubs allows students to share views on books, while creative reading and related art activities can make literacy more interactive. The use of technology, such as interactive reading applications or online platforms, provides a modern and interesting touch to the digital generation. Inviting writers or inspirational figures to talk about literacy, as well as giving awards for literacy achievements, is an effective strategy for motivating students. With this approach, a fun learning environment can increase students' interest in literacy, create a positive atmosphere, and provide additional encouragement to achieve literacy achievement.

Research results from [Deni Hadiansah and R. Supyan Sauri](#) shows that in the face of budget constraints in literacy policy, the main strategies found are efficient allocation of funds, the search for alternative funding

sources through partnerships with private parties or charitable foundations, and fundraising efforts through literacy grant proposals from non-profit organizations or donor agencies. In addition, measures such as partnering with other educational institutions, leveraging technology to reduce costs, encouraging community participation in fundraising, and conducting active advocacy to improve literacy budget allocations were also identified as important keys in addressing these financial challenges. With this approach, it is hoped that the implementation of literacy policy can continue even with budget constraints.

CONCLUSION

In the big picture, school literacy policies in Indonesia show an increase from year to year, reflected in the growth of school libraries, the number of books, and the participation of teachers and students in literacy activities. Nonetheless, there needs to be further improvement to align school literacy policies with national education goals. One aspect that needs to be strengthened is the cultivation of the value of the love of reading and love of learning. By emphasizing this value, it is hoped that students will be more motivated to explore the world of literacy with high enthusiasm. Creativity also needs to be the main focus, as it is a skill that is not only important in literacy but also in various aspects of life.

In practice, school literacy policies should support the development of 21st-century skills with a focus on improving learners' ability to access, process, and understand information effectively. Adequate literacy skills also support the development of critical and creative thinking skills, the ability to communicate effectively, problem-solving skills, and the ability to contribute to society. However, several challenges in implementing school literacy policies need to be addressed. From limited access to literacy resources to students' lack of motivation to read, every challenge requires a creative solution. Collaboration between schools, government, and communities is needed to create an inclusive and productive literacy environment. Thus, integrated measures need to be taken, including improving school library infrastructure, investing in educator training, and building a culture of literacy through campaigns and community activities. In addition, initiatives to increase student motivation through fun reading approaches and creative solutions to overcoming budget constraints are also needed.

With joint efforts from various parties, it is hoped that the school literacy movement can continue to grow, creating a generation that is skilled, creative, and ready to face challenges in the era of globalization. For future research, it is recommended to explore the impact of the use of technology in improving literacy in the school environment. Research can be focused on implementing digital learning platforms, interactive reading applications, or other innovative methods that can motivate students to engage more actively in literacy activities.

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