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Using Indonesia's Education Report to Manage Islamic Religious Education Learning Materials for Elementary Literacy: A Multi-Site Case Study

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Abstract:

Declining elementary-school literacy performance highlights the need to translate educational assessment data into subject-specific instructional practices. This study examined how Indonesia's Education Report (*Rapor Pendidikan*) was used to manage Islamic Religious Education (IRE) learning materials for strengthening students' literacy competence at SDN Karawang Wetan I and SDN Karawang Wetan II. Using a qualitative multi-site case study, data were collected through semi-structured interviews, participant observations, and document analysis, and analyzed through within-site and cross-site procedures. The findings show that Education Report indicators informed five interconnected processes: identifying literacy gaps, planning literacy-integrated IRE materials, organizing personnel and resources, implementing text-based literacy activities, and conducting evaluation and feedback. These processes were supported by leadership, teacher motivation, collaboration, and resource availability, but constrained by administrative workload, uneven data literacy, heterogeneous student competence, and limited digital infrastructure. Literacy scores increased during the implementation period at both schools; however, these changes should be interpreted as contextual outcomes occurring alongside the program rather than as causal effects of the intervention. The study proposes the Education Report-Based IRE Learning-Material Management Model (MMBA-PAI-RP), a cyclical framework linking educational data, religious learning, and literacy development.

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Introduction (مقدمة)

Literacy is a fundamental competence that enables students to access knowledge, construct meaning, evaluate information, and communicate ideas across learning contexts. At the elementary-school level, literacy development should move beyond the ability to recognize words and reproduce textual information toward the capacity to interpret, connect, and critically

respond to texts. This broader conception is particularly important because comprehension is shaped by students' background knowledge, vocabulary, motivation, and familiarity with the discourse of different subjects. Consequently, literacy instruction should be integrated across the curriculum rather than treated exclusively as the responsibility of language teachers (Duke et al., 2021; Fang & Coatoam, 2013; Shanahan & Shanahan, 2008).

In Islamic Religious Education (IRE), literacy competence is required for students to understand religious texts, interpret moral messages, relate Islamic teachings to everyday situations, and communicate religious knowledge appropriately. IRE learning materials therefore function not merely as sources of doctrinal information but also as pedagogical instruments that connect reading comprehension, religious understanding, moral reasoning, and practice. Materials that contain contextual narratives, Qur'anic verses, explanatory texts, reflective questions, and problem-based activities can provide opportunities for students to develop literacy while internalizing religious values. The quality and relevance of learning materials are thus central to the achievement of cognitive, affective, and behavioral objectives in Islamic education (Halstead, 2004; Hamdi et al., 2024; Sobri, 2021).

The development of literacy competence is also consistent with Indonesia's national education policy. Law No. 20 of 2003 stipulates that national education should develop students' intellectual, spiritual, moral, and social capacities, while Government Regulation No. 57 of 2021 establishes literacy as an important component of national education standards and learning-quality evaluation. This policy direction was strengthened through the Regulation of the Minister of Education, Culture, Research, and Technology No. 9 of 2022, which provides the regulatory foundation for evaluating education systems and presenting the results through the Indonesian Education Report platform (*Rapor Pendidikan*). The platform is intended to support educational institutions in identifying performance problems, reflecting on their causes, and determining appropriate improvement programs (Ministry of Education, Culture, Research, and Technology, 2022a; Republic of Indonesia, 2003, 2021).

The availability of the Education Report represents a transition from intuition-based school management toward data-informed educational improvement. However, the availability of data does not automatically result in improved teaching practices. School leaders and teachers must be able to interpret indicators, connect performance information with students' learning needs, determine priorities, and translate the findings into instructional decisions. Data literacy therefore includes not only the technical ability to read scores but also the professional capacity to transform data into pedagogically appropriate action. Without these capacities, educational data may remain administrative information that has limited influence on classroom learning (Datnow & Hubbard, 2016; Mandinach & Gummer, 2016; Schildkamp, 2019).

One important area in which Education Report data can be translated into instructional action is the management of learning materials. From a management perspective, this process involves planning materials according to identified learning needs, organizing human and material resources, implementing the selected materials in classroom and literacy activities, and controlling their suitability and outcomes. The planning, organizing, actuating, and controlling framework—commonly referred to as POAC—provides a systematic basis for examining these interrelated functions. When applied to IRE, the framework can guide schools in selecting texts with appropriate difficulty levels, designing comprehension activities, assigning responsibilities to teachers and literacy teams, and evaluating whether the materials support both religious learning and literacy development (Hebert et al., 2016; Sanzi et al., 2025; Terry, 1977).

Previous research shows that effective data use depends on more than the presence of assessment results or digital information systems. It requires supportive leadership, collaborative data teams, adequate professional competence, sufficient time, clearly defined responsibilities,

and a school culture that views data as a tool for improvement rather than judgment. School-wide data interventions may inform the formulation of instructional goals and strategies, but their outcomes depend on the accuracy of data interpretation and the consistency with which decisions are implemented and evaluated. These findings indicate that the utilization of the Education Report needs to be embedded in an organized management cycle that directly connects data analysis with instructional resources and classroom practices (Schildkamp et al., 2017, 2019; van Geel et al., 2016).

The preliminary study identified a significant literacy concern in Karawang Regency. Administrative Education Report data examined by the researchers indicated that the literacy achievement of elementary schools in the regency decreased from 84.60 in 2023 to 70.75 in 2024, representing a decline of 13.85 points. Preliminary observations and discussions with school personnel further suggested that the Education Report had generally been used to formulate broad school programs and administrative planning, but had not been consistently translated into the management of subject-specific learning materials. In IRE, learning materials were still frequently selected according to textbook availability, routine practice, and teacher preference rather than through a systematic analysis of students' literacy indicators. This condition reveals a practical disconnection between the availability of educational performance data and its application to classroom-level instructional decisions.

SDN Karawang Wetan I and SDN Karawang Wetan II were selected because they are located within the same administrative and sociocultural environment but demonstrate different institutional conditions and literacy profiles. Preliminary document analysis showed that the two schools had access to Education Report data and had implemented school-literacy activities, although the organization, intensity, resources, and integration of these activities with IRE learning varied. Examining these two cases provides an opportunity to understand how school leadership, teacher collaboration, learning-material availability, and literacy programs shape the use of Education Report data. A cross-case examination can consequently identify shared management patterns as well as context-specific practices that may not be visible in a single-school investigation.

The existing literature has extensively discussed data-based decision-making, teacher data literacy, literacy instruction, and the development of IRE learning materials. Nevertheless, these areas have generally been examined separately. Studies of data use have predominantly focused on school improvement, assessment, leadership, or general instructional decision-making, whereas studies of IRE materials have primarily addressed content development, digital media, or value internalization. Limited attention has been given to how Education Report literacy indicators can be systematically incorporated into the planning, organization, implementation, and control of IRE learning materials at the elementary-school level. Moreover, previous studies have not sufficiently explained how data-informed management can simultaneously support reading competence and the contextual understanding of religious values (Fang & Coatoam, 2013; Hamdi et al., 2024; Schildkamp, 2019).

This study addresses the gap by integrating Education Report utilization, the POAC management framework, IRE learning materials, and elementary-school literacy development within a single analytical model. Its novelty lies in positioning the Education Report not merely as an accountability or school-planning instrument but as the basis for managing subject-specific learning materials through a continuous cycle of data identification, reflection, instructional improvement, and evaluation. Accordingly, the study aims to analyze the planning, organization, implementation, and control of Education Report-based IRE learning materials at SDN Karawang Wetan I and SDN Karawang Wetan II; identify their supporting and constraining factors; and formulate an Education Report-Based IRE Learning-Material Management Model. Academically, the study expands data-informed school management into the domain of religious and literacy

education. Practically, it is expected to provide school leaders, IRE teachers, literacy teams, and education authorities with a replicable framework for converting Education Report data into relevant learning materials and sustainable literacy-improvement practices.



Method (منهج)

Research Design

This study employed a qualitative approach with a multi-site case study design. The design was selected to obtain an in-depth and context-sensitive understanding of how the Indonesian Education Report (*Rapor Pendidikan*) was utilized in managing Islamic Religious Education (IRE) learning materials to strengthen elementary students' literacy competence. Rather than testing causal relationships, the study examined the processes, decisions, interactions, and contextual conditions underlying the planning, organization, implementation, and control of IRE learning materials. The inclusion of two schools enabled within-site analysis and cross-site comparison of management practices across schools with different literacy profiles (Creswell & Poth, 2018; Khan, 2022; Yin, 2018).

Research Sites and Participants

The study was conducted at SDN Karawang Wetan I and SDN Karawang Wetan II in Karawang Regency, West Java, Indonesia. The schools were purposively selected because both had access to the Education Report and implemented school-literacy programs, but demonstrated contrasting literacy scores in the 2023 Education Report. SDN Karawang Wetan I recorded a literacy score of 43.48, whereas SDN Karawang Wetan II recorded a score of 96.67. This contrast provided an opportunity to examine the management of IRE learning materials in a school seeking substantial literacy improvement and in a school seeking to maintain an already high level of achievement.

Participants were selected through purposive sampling based on their knowledge of and direct involvement in the management of IRE learning materials, Education Report utilization, and school-literacy programs. The informants comprised principals, vice principals, IRE teachers, school-literacy team members, and student representatives from the two schools. School leaders provided information concerning policies, resource allocation, and program evaluation; IRE teachers explained the selection and implementation of learning materials; literacy-team members described the organization of literacy programs; and students provided information about their experiences with religious texts, classroom reading corners, and literacy activities. Participant selection prioritized the relevance and depth of information rather than statistical representation (Patton, 2015).

Data Collection

Data were collected through semi-structured in-depth interviews, participant observations, and document analysis. The interview guide was developed around the four management functions of planning, organizing, actuating or implementing, and controlling (POAC). Interview questions examined the identification of students' literacy needs, interpretation of Education Report indicators, selection and procurement of IRE learning materials, assignment of responsibilities, implementation of text-based literacy activities, evaluation procedures, and supporting and constraining factors. The semi-structured format allowed the researchers to maintain consistency across participants while exploring relevant issues that emerged during the interviews (Creswell & Poth, 2018; Patton, 2015).

Participant observations focused on morning-literacy activities, classroom reading corners, interactions between teachers and students during text-based IRE instruction, the use of printed

and digital materials, and the implementation of literacy-related assessment activities. Field notes were prepared to document activities, participant interactions, learning environments, and differences between reported and observed practices. Documentary evidence included the 2023 and 2024 Education Reports, school-literacy work programs, decrees establishing school-literacy teams, IRE lesson plans and teaching materials, students' literacy journals, learning-evaluation records, and supporting activity documentation. Evidence from interviews, observations, and documents was compared to establish a comprehensive account of practices at each research site.

Data Analysis

Data were analyzed iteratively using the interactive model of Miles et al. (2014), consisting of data condensation, data display, and conclusion drawing and verification. Interview transcripts, observation notes, and documentary evidence were first organized according to school and informant category. Data condensation involved selecting, coding, and categorizing information relevant to the research objectives. The initial deductive categories were derived from the POAC framework: data-based planning, organizational structure and resource allocation, implementation of IRE literacy activities, and monitoring and evaluation. Additional categories, including leadership, teacher collaboration, digital competence, material availability, differentiated literacy support, and resistance to integrating religious learning with literacy, were developed inductively from the data (Nowell et al., 2017; Terry, 1977).

Within-site analysis was initially conducted to construct a detailed account of learning-material management at each school. The researchers subsequently developed cross-site matrices to compare the two schools in terms of literacy conditions, planning processes, organizational arrangements, implementation strategies, control mechanisms, and contextual factors. Data displays were presented as descriptive narratives and comparative tables. Preliminary interpretations were continuously checked against interview, observational, and documentary evidence. Conclusions were refined until the patterns were internally consistent and adequately supported by data from both sites (Miles et al., 2014; Yin, 2018).

Trustworthiness and Research Ethics

Trustworthiness was established through credibility, transferability, dependability, and confirmability. Credibility was strengthened through source triangulation involving school leaders, teachers, literacy-team members, and students; technique triangulation across interviews, observations, and documentation; and time triangulation by checking relevant information on different occasions and under different conditions. Transferability was supported by describing the institutional context, literacy profiles, programs, and management practices of each school. Dependability was maintained through systematic records of interview procedures, field notes, documents, coding categories, and analytical decisions. Confirmability was supported by linking every interpretation to evidence and comparing information that converged with or differed from the dominant patterns (Alexander, 2019; Nowell et al., 2017; Shenton, 2004).

Formal permission was obtained from the participating schools before data collection. All informants received an explanation of the study's objectives, procedures, and intended use of the data. Participation was voluntary, and the identities of student informants were anonymized in the research records and report. Interviews and observations were scheduled to avoid disrupting lessons and regular school programs. Research data were stored systematically, accessed only for research purposes, and reported without disclosing information that could unnecessarily identify individual participants.



Result (نتائج)

Education Report Based Planning of IRE Learning Materials

The planning process at both schools began with an examination of literacy indicators in the 2023 Education Report. School leaders and IRE teachers compared these indicators with classroom observations, students' learning-evaluation records, and the availability of learning materials. The review identified a mismatch between expected literacy competence and the resources available to support text-based IRE instruction. In 2023, the availability of IRE books represented only approximately 30% of the identified need, and most books could only be accessed within the school. This condition limited students' opportunities to read religious texts independently outside regular lessons.

The Education Report enabled the two schools to establish different improvement priorities. SDN Karawang Wetan I, which recorded a literacy score of 43.48 in 2023, prioritized the expansion of basic reading resources, reading assistance, and structured literacy activities. SDN Karawang Wetan II, with a score of 96.67, focused on maintaining its achievement by enriching its collection, increasing the complexity of religious texts, and strengthening reflective writing activities. Thus, the same data source generated context-specific planning decisions according to each school's literacy profile.

Resource planning covered human, material, financial, and digital resources. The schools identified the responsibilities of principals, IRE teachers, classroom teachers, literacy-team members, and parents before determining the required materials and implementation schedule. Approximately 10% of School Operational Assistance funding was allocated to the procurement of IRE books and literacy-supporting resources. The allocation was directed toward Islamic storybooks, religious-information texts, literacy modules, student worksheets, and supplementary materials appropriate to students' reading levels.

At the instructional level, IRE teachers formulated objectives that combined religious competence with literacy competence. The planned activities required students not only to recall religious information but also to identify main ideas, interpret messages, draw inferences, connect information across texts, and communicate reflections. Teachers selected authentic Islamic texts, determined appropriate presentation strategies, and designed formative and summative assessments. The plans also incorporated gradual progression from simple texts and literal questions to more complex texts and inferential or evaluative questions.

Planning was documented in teaching modules, literacy work programs, procurement plans, implementation schedules, and evaluation instruments. The schools established target indicators that could be reviewed periodically rather than treating the Education Report as a one-time administrative document. Although the scale of intervention differed according to the schools' initial literacy scores, both sites adopted the same planning sequence: identifying literacy problems, examining their possible causes, mapping resources, determining instructional responses, and setting indicators for subsequent evaluation.

Table 1. Education Report-Based Planning at the Two Research Sites

Planning component		SDN Karawang Wetan I	SDN Karawang Wetan II
2023	literacy score	43.48	96.67
Primary planning orientation		Closing substantial literacy gaps	Maintaining and refining high achievement
Initial material condition		IRE books covered approximately 30% of identified needs	IRE books covered approximately 30% of identified needs
Planned		Basic Islamic reading books, literacy	Enrichment texts, reflective materials,

materials	modules, and structured worksheets	and higher-level literacy assignments
Financial provision	Approximately 10% of School Operational Assistance funding for book procurement	Approximately 10% of School Operational Assistance funding for book procurement
Planning output	Needs map, literacy targets, procurement plan, schedule, and evaluation instruments	Enrichment plan, literacy targets, procurement plan, schedule, and evaluation instruments

Source: Interview, observation, and school-document data.

Organization of IRE Materials and Literacy Resources

The organization of IRE learning materials was initiated through the establishment of school literacy teams. The teams were formally supported by school decrees and included the principal as the person ultimately responsible, a learning-community coordinator, a literacy coordinator, classroom teachers, subject teachers, and other participating staff. This structure distributed responsibility for literacy development across the school rather than assigning it exclusively to the IRE teacher.

Roles were allocated according to professional responsibilities and individual competencies. Principals authorized policies, allocated resources, and monitored the overall program. Literacy coordinators prepared schedules and coordinated literacy activities, while IRE teachers selected religious content and designed text-based learning activities. Classroom teachers supervised daily reading routines and students' literacy journals. Teachers with stronger digital competence supported the preparation and management of digital materials. Parents contributed by providing reading materials and supporting reading habits at home.

The learning materials were organized into three layers. The first layer contained core religious content, including faith, morality, Islamic jurisprudence, the Qur'an and Hadith, and Islamic cultural history. The second layer comprised supporting texts designed to broaden understanding of these subjects. The third layer consisted of structured literacy activities, such as identifying main ideas, producing summaries, constructing concept maps, making inferences, and writing personal reflections. The materials were sequenced from short and accessible texts to longer and more analytically demanding texts.

Physical resources were also systematically arranged. Classroom reading corners were organized according to students' age levels and reading abilities, while books were grouped into fiction, nonfiction, and religious categories. Library visits were scheduled by class to provide equitable access and prevent overlapping use. Religious books were also selected in accordance with the educational calendar and Islamic events, including Ramadan and Islamic commemorative days, allowing students to encounter materials that were relevant to current school activities.

Coordination was maintained through meetings involving the literacy team, classroom teachers, and IRE teachers. These meetings aligned morning-literacy schedules, classroom reading-corner activities, IRE assignments, library use, and school religious programs. They were also used to identify shortages, redistribute materials, and prevent literacy activities from conflicting with other school programs. The organizational arrangements were similar across the two sites, although the intensity of reading support and enrichment activities differed according to their literacy profiles.

Table 2. Organization of IRE Learning Materials and Literacy Resources

Organizational element	Assigned responsibility	Main function
Principal	Program leader and	Authorizing programs, allocating resources, and

	policy holder	monitoring implementation
Literacy coordinator	Program coordinator	Preparing schedules, coordinating activities, and compiling evaluations
IRE teacher	Content and instructional manager	Selecting religious texts and designing literacy-based IRE activities
Classroom teacher	Daily activity supervisor	Supervising reading routines and literacy journals
Digitally competent teacher	Digital-resource support	Preparing and managing digital learning materials
Parents	External supporting partners	Donating books and reinforcing reading habits at home
Material structure	Literacy team and IRE teacher	Organizing core content, supporting texts, and structured literacy tasks
Physical access	School and classroom teams	Managing reading corners, book categories, and library schedules

Source: Interview, observation, and school-document data.

Implementation through School and Classroom Literacy Activities

Implementation was conducted through three principal programs: program socialization, a daily 15-minute reading activity, and classroom reading corners. Socialization involved teachers, students, parents, and external literacy partners, including the regional library. At the beginning of the academic year, parents received information about the objectives and forms of the school-literacy program. This process was intended to establish consistent support for students' reading activities at school and at home.

The 15-minute reading activity was implemented before the first lesson. Students selected books from classroom reading corners or other available collections and recorded their reading in literacy journals. Journal entries contained the title of the text, a short summary, and a personal response. Teachers used the journals to monitor reading frequency, comprehension, and student engagement. The routine provided regular exposure to texts without replacing the core instructional time allocated to IRE and other subjects.

Within IRE lessons, teachers used authentic Islamic texts and guided students through text-based discussion. Learning activities included paired reading, small-group discussion, oral retelling, summarizing, concept mapping, and reflective writing. Teachers also modelled reading strategies through think-aloud activities when examining Qur'anic verses, hadiths, moral narratives, or Islamic historical texts. These activities encouraged students to move from identifying textual information to interpreting religious messages and relating them to everyday situations.

Implementation was supported through reading-aloud competitions, religious-literacy festivals, and storytelling activities based on the lives of prophets and exemplary Muslim figures. Teachers and students alternately acted as storytellers, enabling students to practise reading fluency and oral communication. Printed materials were complemented by videos of Islamic stories and interactive Qur'an-reading applications where devices and internet access were available. Parents also contributed books to classroom reading corners, gradually expanding the collection accessible to students.

The implementation process accommodated differences in students' literacy competence. Students who experienced reading difficulties received individual support during breaks or after regular lessons, whereas students with stronger literacy skills completed more complex reflective-writing tasks. Students generally responded positively to the morning-reading routine and the greater variety of Islamic reading materials. Teachers observed that students were better

prepared for lessons, while parents' involvement increased the availability of books and reinforced the continuity of reading practices outside the classroom.

Table 3. Implementation of IRE Literacy Activities

Program or activity	Implementation form	Intended literacy development
Program socialization	Meetings with teachers, students, parents, and literacy partners	Shared understanding and program support
Daily reading routine	Fifteen minutes of reading before lessons	Reading habit, fluency, and engagement
Literacy journal	Title, summary, and personal response	Comprehension and reflective expression
Text-based IRE learning	Paired reading, group discussion, and think-aloud modelling	Interpretation, inference, and critical reading
Structured assignments	Summaries, concept maps, and reflective essays	Information organization and written communication
Reading corners	Islamic fiction and nonfiction in each classroom	Accessible and independent reading
Enrichment activities	Reading-aloud competitions, festivals, and storytelling	Fluency, confidence, and motivation
Differentiated assistance	Individual guidance and advanced assignments	Support based on students' literacy levels
Digital supplementation	Islamic videos and interactive Qur'an applications	Variation in learning resources and digital engagement

Source: Interview, observation, and school-document data.

Control Processes and Changes in Literacy Outcomes

Control was conducted through classroom assessment, literacy-journal reviews, periodic program evaluation, and annual analysis of Education Report data. IRE teachers used daily assessments and short literacy quizzes to monitor students' understanding of religious texts. Semester assessments included items resembling the literacy format of the Minimum Competency Assessment, particularly questions requiring students to retrieve information, interpret meaning, and evaluate written information.

Literacy journals were reviewed weekly and monthly by classroom teachers and literacy-team members. These reviews were used to examine students' reading frequency, identify recurring comprehension difficulties, and determine which students required additional support. Program-evaluation meetings were also used to assess book use, the continuity of morning-reading activities, and the suitability of IRE materials. Identified weaknesses informed revisions to activities and materials during the following implementation period.

The school-document data showed changes in literacy scores between 2023 and 2024. The score at SDN Karawang Wetan I increased from 43.48 to 92.31, representing an increase of 48.83 points. At SDN Karawang Wetan II, the score increased from 96.67 to 100.00, representing an increase of 3.33 points. The difference in the magnitude of change reflected the schools' contrasting starting positions: the first school had substantial room for improvement, whereas the second began close to the maximum score.

Interview, observational, and documentary data identified changes in three areas of student literacy. Students demonstrated greater ability to identify central ideas, make inferences, and evaluate information in religious texts. They also became more capable of connecting information from a text with prior knowledge and daily experience. Increased use of reading corners, book borrowing outside compulsory reading periods, and participation in literacy activities further indicated stronger interest and engagement in reading.

The control process also changed teachers' working practices. IRE teachers increasingly consulted literacy data before selecting materials and determining classroom strategies. Regular evaluation meetings encouraged literacy-team members, classroom teachers, and IRE teachers to regard learning-material management as a collective responsibility. However, the observed score changes should be understood as outcomes occurring during the same period as the program's implementation; the qualitative research design did not isolate the influence of the program from other possible school or student factors.

Table 4. Comparison of Education Report Literacy Scores

School	2023 score	2024 score	Change in points	Observed management orientation
SDN Karawang Wetan I	43.48	92.31	+48.83	Intensive improvement of resources, routines, and student support
SDN Karawang Wetan II	96.67	100.00	+3.33	Maintenance, enrichment, and continuous evaluation

Source: Education Report data from SDN Karawang Wetan I and SDN Karawang Wetan II, processed by the researchers.

Enabling and Constraining Conditions and the MMBA PAI RP Model

Four enabling conditions were consistently identified: data-oriented school leadership, motivated IRE teachers, professional collaboration, and access to printed or digital learning resources. Principals influenced the program by allocating resources, formalizing the literacy team, and maintaining literacy as a school priority. Teacher motivation supported the development of contextual materials and varied classroom activities. Collaboration among IRE teachers, classroom teachers, and literacy-team members enabled responsibilities and materials to be shared.

The main constraints were teachers' administrative workload, differences in teachers' ability to interpret Education Report data, heterogeneous student-literacy levels, and the continuing assumption that religious competence and literacy competence should be developed separately. Limited time reduced opportunities to prepare differentiated materials and review literacy journals. Differences in digital competence also meant that some teachers remained dependent on principals or literacy-team members when interpreting the Education Report and preparing digital resources.

The influence of infrastructure varied between the two schools. Access to internet connections and digital devices enabled teachers to supplement printed materials with videos, applications, and online reading sources. Where digital access was more limited, classroom reading corners and printed materials remained the principal resources. Professional collaboration partly reduced this disparity because teachers shared materials and practices through school meetings and teacher forums at the school-cluster level.

Cross-site synthesis produced the Education Report-Based IRE Learning-Material Management Model, abbreviated as MMBA-PAI-RP. The model contains five recurring stages: analyzing Education Report data, planning literacy-integrated IRE materials, developing and organizing materials, implementing text-based activities, and conducting data-informed evaluation and feedback. The stages form a cycle because evaluation results become evidence for the next round of problem identification and planning.

The model is characterized by its data-informed, integrated, cyclical, and adaptive nature. At SDN Karawang Wetan I, it supported the prioritization of basic resources and intensive literacy intervention. At SDN Karawang Wetan II, it supported enrichment and the maintenance of high performance. The model therefore did not prescribe identical activities for both schools;

it provided a common management cycle through which each school could select actions appropriate to its literacy profile, available resources, and organizational capacity.

Table 5. The Education Report-Based IRE Learning-Material Management Model

Model stage	Principal activity	Expected output
1. Data analysis	Examine Education Report indicators and supporting school data	Identified literacy gaps and priority needs
2. Planning	Integrate religious and literacy objectives and allocate resources	Targets, materials plan, budget, schedule, and assessment design
3. Development and organization	Sequence texts, assign responsibilities, and arrange access	Structured materials, literacy team, and accessible resources
4. Implementation	Conduct reading routines and text-based IRE learning	Student engagement with religious texts and literacy tasks
5. Evaluation and feedback	Review assessments, journals, implementation, and annual data	Material revisions and priorities for the next cycle
Enabling conditions	Leadership, teacher motivation, collaboration, and resources	Sustained implementation
Constraining conditions	Workload, data-literacy gaps, heterogeneous ability, and limited infrastructure	Areas requiring professional and institutional support



Discussion (مناقشة)

The findings demonstrate that the Education Report became pedagogically meaningful when its indicators were translated into the complete management cycle of planning, organizing, implementing, and controlling. Its role therefore extended beyond presenting assessment results or satisfying accountability requirements. Data were used to identify literacy needs, allocate resources, structure responsibilities, design learning activities, and evaluate subsequent improvement. This pattern is consistent with the POAC framework, in which the effectiveness of management depends on the interdependence of its functions rather than the isolated execution of one function. In this study, planning would have had limited influence without organizational support, classroom implementation, and feedback-based control (Schildkamp, 2019; Terry, 1977).

The planning findings also show that access to data was necessary but insufficient. Teachers and school leaders needed to interpret literacy indicators, compare them with classroom and documentary evidence, and translate the resulting diagnosis into decisions about texts, activities, budgets, and assessments. This process reflects teacher data literacy as the capacity to transform information into contextually appropriate instructional action. The different priorities adopted by the two schools demonstrate that data-informed planning should not produce standardized programs: a school with a low initial score required intensive resource development, whereas a school with a high initial score required enrichment and maintenance strategies (Datnow & Hubbard, 2016; Mandinach & Gummer, 2016; Schildkamp et al., 2017).

The organizational and implementation findings indicate that literacy development in IRE was strengthened when responsibility was distributed across principals, literacy teams, IRE teachers, classroom teachers, and parents. Such distribution converted literacy from an individual classroom task into an institutional program. The organization of materials from basic to complex texts and from literal to evaluative questions also corresponds to disciplinary literacy, which emphasizes that students learn to interpret texts through the concepts and language practices of particular subjects. In IRE, this meant learning to comprehend religious information, interpret moral messages, and connect them with lived experience rather than merely reading texts fluently (Duke et al., 2021; Fang & Coatoam, 2013; Schildkamp et al., 2019).

The observed score increases and changes in reading practices suggest that the program was educationally promising. SDN Karawang Wetan I showed a large increase from a low baseline, while SDN Karawang Wetan II maintained and improved an already high score. These patterns are compatible with previous evidence that systematic data use can support goal setting, instructional adjustment, monitoring, and achievement growth. Nevertheless, the findings should not be interpreted as proof that the management program alone caused the score changes. The qualitative multi-site design did not include a comparison group or control for differences in student cohorts, assessment conditions, or other school programs; consequently, the score changes provide contextual outcome evidence rather than a causal-effect estimate (Schildkamp, 2019; van Geel et al., 2016).

The enabling and constraining conditions explain why the same management framework may generate different implementation patterns across schools. Leadership, collaborative routines, teacher motivation, and resource accessibility strengthened the connection between data and instruction, whereas workload, unequal data literacy, heterogeneous student competence, and digital-resource limitations disrupted that connection. The MMBA-PAI-RP model responds to these conditions by remaining adaptive rather than prescribing a uniform collection of materials or activities. Its cyclical structure ensures that evaluation results return to the planning stage, while its integration of religious and literacy objectives prevents literacy activities from becoming detached from the substantive aims of IRE (Hamdi et al., 2024; Sanzi et al., 2025; Schildkamp et al., 2017).

Academically, this study contributes by connecting four bodies of inquiry that have commonly been examined separately: data-informed school improvement, management functions, IRE learning-material development, and disciplinary literacy. Its principal conceptual contribution is the MMBA-PAI-RP model, which positions the Education Report as an instructional-management instrument operating from diagnosis to feedback rather than merely as an accountability report. The study also extends literacy management into a subject-specific religious context by demonstrating how religious texts can simultaneously function as sources of religious knowledge and resources for critical reading and reflective writing. This model provides a proposition for subsequent multi-site, mixed-methods, or intervention research to examine its transferability and determine its contribution to literacy outcomes under different institutional conditions.



Conclusion (خاتمة)

The study concludes that the Education Report can function as an instructional-management instrument when its indicators are systematically connected with the planning, organization, implementation, and control of IRE learning materials. At both schools, the management process began with identifying literacy gaps and continued through resource allocation, team-based organization, daily reading routines, text-based IRE instruction, differentiated assistance, and periodic evaluation. The literacy-score increases recorded during the implementation period were accompanied by improvements in students' engagement with reading, comprehension of religious texts, and reflective-writing activities, as well as a shift in teachers' practices from intuition-based material selection toward data-informed decision-making. These findings underpin the MMBA-PAI-RP model, which integrates Education Report analysis, literacy-oriented IRE material planning, material development and organization, classroom implementation, and feedback-based evaluation within a continuous improvement cycle.

The study is limited by its qualitative design, its concentration on two schools within one regency, and the absence of a comparison group, standardized individual-level literacy

measurements, and controls for cohort or contextual differences. Accordingly, the changes in Education Report scores should be interpreted as outcomes occurring alongside program implementation rather than as evidence of an exclusive causal effect. Schools adopting the model should strengthen teachers' data literacy, protect time for collaborative material development, expand access to printed and digital religious texts, and institutionalize periodic evaluation. Future studies should examine the model across more diverse school contexts through longitudinal, mixed-methods, quasi-experimental, or development-research designs to test its transferability, implementation consistency, and contribution to students' literacy and religious-learning outcomes

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