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Establishing Literacy Foundations : Policies and Interventions for Indonesia's Future Excellence

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Abstract: This study explores the current condition of children's literacy in Indonesia focusing on several critical issues including the impact of inequality in literacy access, the factors influencing the quality of teaching languages, exploring the development of local literacy cultures and reading preferences in order to create a more inclusive literacy program, and the evaluation of current literacy policies. A policy analysis and document/library analysis method with qualitative research approach were used to gather data from documentation studies of literacy policies, reports on implementation and current literatures related to children's literacy in Indonesia. The data analysis technique of this research applied thematic analysis to review, identify, and analyze the data. The results showed that Indonesia still experiences a protracted learning crisis, particularly in relation to children's literacy. Factors like low literacy activities, Covid-19 pandemic and the results of national assessments indicate a serious challenge regarding the performance of children's literacy. Limited children's reading interest and availability of suitable book collections also pose a challenge to overcome. The study proposes several steps to improve children's literacy in Indonesia, including increasing accessibility and variety of book collections, enhancing collaboration between relevant authorities, harmonising with the global literacy standards, widening access to books, particularly in rural communities, involving the local community and establishing corporate partnerships with private sectors. The study hopefully provides a meaningful contribution to developing solutions to Indonesia's children's literacy challenges and strategies to improve children's literacy.

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Introduction

Literacy, encompassing reading, writing and understanding of information, is the foundation of country development (Reddy et al., 2022; Tröhler, 2020; Zua, 2021). The ability of literacy skills is not only allowing an individual to reach individual achievements, but also contributes significantly to the nation's overall development. In Indonesia context, challenges in literacy become a central issue needing attention (Novita et al., 2021; Nurbaeti et al., 2022; Utami & Yanti, 2022). Although the country is wealthy in natural and cultural resources, the literacy level of Indonesia is still lagging compared to some of neighboring countries in Southeast Asia (Harapan et al., 2020; Wijayanti, 2020). This condition not only signifies inequality in education access, but also hinders the potential for overall national development. Therefore, a serious attention to literacy improvement becomes an urgent necessity to realize a better future for Indonesia. To achieve this, there needs to be carefully planned policies and interventions for literacy to provide a strong foundation for the overall development of society and the country.

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Indonesian children's literacy has been in the spotlight since the start of the millennium; however, significant improvement remains a challenge. PISA 2022 and children's literacy scores showed a declining trend, providing a discouraging overview of literacy development in this country (OECD, 2023). Moreover, low literacy activity has further exacerbated the crisis of learning, which is in turn influenced by the COVID-19 pandemic, leading to substantial learning loss. In facing global challenges, where innovative and interpersonal skills are key to success, literacy should not be reduced to just the ability of reading and writing (Poli, 2021). The significance of literacy extends well beyond the usual borders and includes essential dimensions like creative and critical thinking skills. This study focuses on the state of literacy among Indonesian children, examines the factors that influence low literacy skills and outlines the implications of literacy for the changing global context. Understanding these issues can help identify and contribute to the most effective interventions to strengthen the foundations of literacy, which in turn will help achieve a better future.

A number of previous studies have attempted to uncover the factors that contribute to Indonesia's low literacy levels (Kartikasari & Nuryasana, 2022; Mayuni et al., 2020; Nandiasoka Annisawati & Ika Oktora, 2024; Nugroho Yanuarto et al., 2021; Purwanta, 2023; Ramli et al., 2022; Sakhiyya & Hapsari, 2021; Sutisna et al., 2021). Access to quality reading books remains a major challenge (Luo et al., 2020), especially for regions that still have limited access to various literacy resource. Expanding the distribution and affordability of reading books is also a key consideration in developing literacy program initiatives to be more effective (de Bondt et al., 2020). However, the role of language teachers is also very important to form the foundation of literacy in children (Hafifah & Sulistyo, 2020; Rusydiyah et al., 2020). Efforts to improve the competencies and skills of language teachers at various levels of education are crucial to improving overall literacy. Qualified teachers will be able to make language learning more effective in promoting children's literacy development.

The low interest in reading and learning among Indonesians is another serious challenge. Fostering a literate culture and raising interest in reading needs to be a key concern to formulate a sustained strategy for literacy (Anthonysamy et al., 2020; Qureshi, 2020). As interest in reading is considered the cornerstone of literacy improvement, efforts to arouse and foster interest in reading in the community should be prioritized. The implementation of literacy strategies in Indonesia is an element that determines the success of literacy achievement. So far, various government policies on literacy have not fully achieved the expected results. It is necessary to comprehensively evaluate the various policies that have been implemented and to improve them so that literacy policies will have a significant positive impact. As such, this study seeks to present a comprehensive review of current literacy policies and concrete recommendations for continuous improvement. In addition, through these approaches, it is also hoped that this study can contribute significantly to efforts to improve children's literacy in Indonesia.

While there have been a number of studies that have tried to uncover these factors, there are still gaps in knowledge that need to be filled. Some studies have identified the main problem in terms of the availability of books and reading resources, but so far very few studies have gone into depth on the impact of inequality of access on literacy in different regions. This study therefore attempts to explore the social and geographical aspects that play a role in the distribution of books, understand how they impact on literacy levels and formulate policy recommendations to reduce these disparities.

This study attempts to address the gap in understanding of children's literacy in Indonesia through several important aspects. First, it explores the impact of unequal access on

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children's literacy in different regions and recommends policies that can reduce the knowledge gap. Secondly, it identifies several factors affecting the quality of language learning that will guide curriculum improvements and teacher quality. Thirdly, it explores the literacy culture and reading preferences of local communities to develop more inclusive literacy programs. Finally, it comprehensively evaluates existing literacy policies, providing comprehensive insights to design policies that are more effective and responsive to community needs. Thus, this research is expected to make a significant contribution to building a strong and equitable literacy foundation in Indonesia.

Research Method

A policy analysis and document/library analysis method with qualitative research approach are combined in this study. While the desk analysis seeks to establish a thorough theoretical framework, analyse prior research, and comprehend the state of children's literacy in Indonesia, the policy analysis approach looks at literacy policies that the government has put in place. Documentation studies, including government legislation, curricular rules, and implementation reports, were used to gather data on literacy policies. Additionally, current literature pertinent to the state of children's literacy in Indonesia was searched and reviewed in order to gather data for the document/literature analysis. Secondary data from numerous government sources, including ministries, research institutes, and associated organisations, are included in this data collection.

Using a framework for policy evaluation, the policy analysis examined the merits and demerits of the current literacy programmes in great detail. In order to give a comprehensive framework for the elements pertaining to children's literacy in Indonesia, the document/library analysis involves synthesising the literature and detecting trends and discoveries. Combining these two methods yields a comprehensive and comprehensive understanding of the problems with child literacy as well as suggested policy remedies.

The examination of policy documents, governmental reports, and extant scholarly works pertaining to the literacy of children in Indonesia was subjected to a scrupulous qualitative scrutiny. This scrutiny encompassed both content and thematic analysis. The application of content analysis facilitated the discernment and enumeration of salient themes and patterns within the policy documents. This entailed a meticulous examination of the verbiage, objectives, and methodologies delineated in the policies to evaluate their congruence with global literacy benchmarks and exemplary practices.

Conversely, thematic analysis was utilized to distill recurrent motifs and dilemmas from the literature review and reports, shedding light on the literacy landscape for Indonesian children. This methodology necessitated the systematic encoding and classification of information to pinpoint notable tendencies, obstacles, and viable interventions. The synthesis of these analytical approaches yielded an exhaustive comprehension of the prevailing literacy conditions for Indonesian youth, the efficacy of extant policies, and the prospective avenues for enhancement.

Results and Discussion

Learning Crisis Has Been Going on for a Long Time and Hasn't Improved Over the Years

The results of the 2022 Program for International Student Assessment (PISA) report were officially released on December 5, 2023. As the result, Indonesia ranked 68th with scores in math (379), science (398), and reading (371) (OECD, 2023). Indonesia's position in PISA 2022 was indeed better than PISA 2018. The Indonesia's PISA ranking in 2022 has increased by five to six ranks from PISA 2018. Nevertheless, it should also be considered that

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Indonesia decreased its scores in reading, math, and science by approximately 12-13 points from the last PISA score. The PISA 2022 results could be categorized as its lowest results, comparable to the scores obtained in 2003 for reading and mathematics, and in 2006 for science. It means that since Indonesia's participation in PISA from 2000 to 2022, Indonesia's education quality has not improved significantly as reflected in the PISA scores over the years.

Furthermore, the national level reading literacy activity also remains in the low category with regard to the literacy culture aspects on the National Cultural Development Index in 2022 of 57.40 (Kemendikbudristek, 2022). The value consists of four dimensions, including the Proficiency Dimension of 75.92; the Access Dimension of 23.09; the Alternative Dimension of 40.49; and the Cultural Dimension of 28.50. This was mainly influenced by: (a) the access dimension to reading and (b) the culture dimension (reading habits) are still low. Moreover, when reflecting on the results of the National Assessment in 2022, the literacy abilities of Indonesian students are under the minimum competency. That is, less than 50% of students have reached the minimum competency threshold for reading literacy (Kemendikbud, 2019).

Literacy skills are an important thing for students in schools and communities as the basis of knowledge, development of critical and analytical thinking skills, and provisions for competitiveness in an era of globalization and technology. The Indonesian Education Report 2023 revealed that literacy skills of Indonesian students at all levels are still in the medium category; elementary school (61.53%), junior high school (59.00%) and senior high school (49.26%) (Kemendikbudristek, 2023).

The situation was exacerbated by the COVID-19 pandemic causing lost learning chances and increased learning gaps. Learning progress over one year (grade 1) pre-pandemic was 129 points for literacy and 78 points for numeracy. After the pandemic, however, learning progress during grade 1 has decreased significantly, indicating a learning loss. In literacy, this is expected to be equivalent to 6 months of learning. For numeracy, it is estimated to be equivalent to 5 months of learning (Cerelia et al., 2021) (see Figure 1).

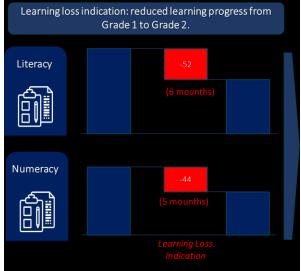


Figure 1. Learning Loss Indication

Source: https://merdekabelajar.kemdikbud.go.id/

The literacy condition of Indonesian society is also confirmed by the Global Knowledge Index 2022 results. Indonesia is considered a low-performing country in knowledge infrastructure. Indonesia is ranked 81 out of 123 countries in the Global Knowledge Index

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2022 as shown in Figure 2 (UNDP, 2021). In the future, Indonesia should increase its science capacity through appropriate strategies, programs, and activities including strengthening community literacy.



Figure 2. Global Knowledge Index Score of Indonesia

Children's Reading Interest and Book Collection Conditions

Children's interest in reading is a crucial aspect of their intellectual development. However, in many cases, children's interest in reading may be high, but the books that are available may not be fully suited to their reading interests and abilities. As the first step, it is important for parents, educators and school libraries to better understand the individual reading interests of each child. This will assist in deciding the type of books that are suitable for them. Understanding children's reading interests will enable us to guide them towards books that suit their interests, so that they will be more likely to read with enthusiasm and feel engaged in the reading process.

The improvement of Indonesian children's literacy is closely linked to fulfilling children's interest in reading and providing appropriate book collections. There are several challenges faced in this context. First, Indonesia's book supply has not yet fully complied with UNESCO standards, which recommended a minimum of three books per child per year (UNESCO, 2016). This standard not only measures quantity, but also quality, including relevance to children's interests and reading abilities. It is therefore important to develop a book collection that will support children's reading interests and abilities according to their level of education.

Second, studies have shown that the books that are available are often not appropriate for children's desires and reading abilities (Badan Bahasa, 2019). This suggests that there is a gap between available resources and the needs and preferences of children. Book collections have to reflect a diversity of interests and reading levels, from beginner to advanced, so that they stimulate a sustained desire to read. The limited variety of books in format, genres and perspectives (mirrors & windows) potentially shrink children's worlds and limit their reading experiences. Diverse book collections are required to facilitate a more rich and inclusive experience, in which children can see themselves in the story (mirror) as well as learn about other people (window).

Thirdly, non-textbooks, including illustrated books and other visual resources, have not yet been prioritized for procurement and are not consistently included in PUSKURBUK's list. This has not been in line with the critical role of non-textbooks in developing early literacy skills and interest in reading, especially for beginning readers. Finally, there is a lack of books specifically designed for beginning readers. Beginning readers require books with simple text, illustrations to support comprehension and topics that are relevant to their

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experiences. The ecosystem supporting these requirements should be started from curriculum designs integrating literacy as a core component.

The interest in children's reading and the availability of relevant books are key foundations for improving children's literacy in Indonesia. There are several challenges that must be overcome. A deep understanding of children's reading interests by parents, educators and school library managers is very important. This understanding is expected to help in selecting the right books according to children's interests and reading levels, which in turn will increase children's engagement and enthusiasm for reading. In addition, efforts need to be made to provide books in accordance with UNESCO standards, which not only consider the number, but also the relevance to children's interests and reading levels. Efforts to develop book collections that support children's interests and educational levels are a must.

A further problem is the lack of book collections. Non-textbooks, such as illustration books, are still not fully prioritized despite their very important role in supporting the improvement of basic literacy skills and interest in reading, especially for beginning readers. Puskurbuk's standard-setting should be more aligned with the needs of non-textbooks. Meanwhile, the limited number of books specifically designed for beginning readers that provide simple reading texts supported by attractive illustrations and relevant themes highlights the importance of improving curriculum design by integrating literacy as a key component. Through such a holistic approach, a conducive, inclusive and exciting literacy ecosystem will be realized for Indonesian children.

Furthermore, the accessibility and diversity of book collections need to be improved. The UNESCO standard that recommends a minimum of three books per child per year should be a reference, especially in terms of the quality of books that consider the characteristics of interest and reading level. Various initiatives involving the participation and involvement of various stakeholders, including international and local publishers, can be an effective strategy to enrich the choice of books on the market.

In this regard, collaborative initiatives among stakeholders, such as the government, publishers, libraries and educational institutions, should be undertaken in order to identify specific needs for book provision. A regular evaluation system of the availability and relevance of books to children's interest and reading ability should be integrated into the education system. It is hoped that in this way, the gap between the need and availability of books can be addressed more effectively. Policies aligned with global literacy standards should also be considered. Curriculum and policy development that takes into account UNESCO recommendations as well as good practices from countries with high literacy levels can also provide a solid foundation. Integrating non-text books into the curriculum and increasing the number of books for beginning readers can also be guided by international standards.

Expanding the reach of book access, especially in remote areas, needs to be supported by a technological approach. Digital platforms and e-books can be a solution to overcome the physical limitations of books so that access to books can be more equitable throughout Indonesia. Furthermore, involving local communities and developing partnerships with the private sector, such as institutions engaged in children's literacy, can be a strategic step. Various book donation programs, mobile libraries and collective initiatives can create an active literacy ecosystem that involves all stakeholders. The amalgamation of these initiatives will hopefully lead to significant improvements in Indonesian children's literacy. This effort is not only about reducing the gap between children's interest in reading and the availability of books, but also encompasses a more comprehensive approach to literacy. Thus, a more

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solid foundation will be created to achieve the goal of inclusive and sustainable child literacy in Indonesia.

Increasing Literacy for a Better Indonesia's Children

As a first step in the effort to significantly improve children's literacy in Indonesia, it is necessary to realize that today's economic development is strongly influenced by innovation power. People no longer only need basic skills such as literacy and numeracy, but also collaboration, creativity, problem-solving and strong character such as persistence, curiosity and initiative. The significant changes in the global employment market demand all individuals to master these skills. Across the world, the economy has focused on aspects of creativity, innovation, and collaboration. Many occupations require individuals to solve unstructured problems and analyze information effectively. Technologies are also progressively replacing manual labor in many aspects of life and work.

For nearly half a century, from 1960 to 2009, there was a decreasing trend in the demand for labor in routine and manual jobs. On the other hand, there was a constant increase in labor demand for non-routine jobs requiring analytical and interpersonal skills (World Economic Forum, 2016). On average, it is estimated that around one-third of the skills required by most jobs today are skills that are not considered essential today (see Figure 3).

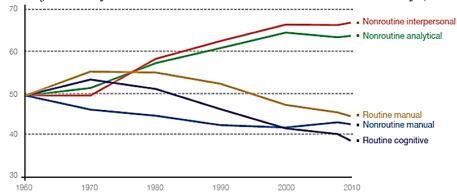


Figure 3. High demand for higher order thinking skills in labour market of US economy (1960-2009) 2014 report. Source: World Economic Forum, (2016)

With the current technological developments, there are at least 9% of jobs where 90% - 100% of activities have been automated (e.g. machine operators and assembly workers). Moreover, there are still about 42% of jobs where more than 50% of activities can be automated as shown in Figure 4 (McKinsey, 2018). Jobs that require a high level of analytical thinking and interpersonal skills such as psychiatrists and legislators are among the jobs that are less affected by automation.

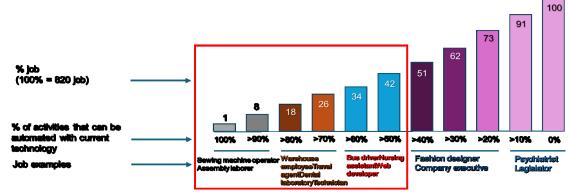


Figure 4. Proportion of work that can be automated with current technology Source: McKinsey, (2018)

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To create a brighter future for Indonesian children, a comprehensive approach is required to improve literacy. These include ensuring children have sufficient access to education which promotes essential cognitive and interpersonal skills. Furthermore, it is also necessary to improve the availability of quality reading books that suit their interests and abilities. Therefore, children will be better prepared for the rapid and innovation-driven development of the global economy, giving them a greater chance of a bright future. Along with the rapid changes in the demands of the global labor market, it is very important to prepare young Indonesians with relevant and competitive skills. Efforts to improve literacy are not limited to the ability to read and write, but are broader, covering aspects of cognitive and interpersonal skills as required in the context of an innovation-based economy. As creativity, collaborative skills and analytical skills become added value, the education system must be improved so that children have the foundation of these skills.

The trend towards automation also increasingly demands efforts to prepare children for the challenges ahead. While many routine and manual jobs can be automated, jobs that rely on reasoning and interpersonal skills tend not to be. Therefore, children's literacy skills must include critical, creative and interpersonal thinking skills in order to meet the demands of increasingly complex jobs. In this case, the development of these skills must be emphasized from an early age by ensuring adequate access to quality education and reading books that can encourage children's interests and abilities. Thus, Indonesia's young generation will be able to face the challenges of a fast-moving era and contribute positively to the creation of a better future.

Improving Literacy Initiatives in Indonesia

The government has made several initiatives to improve literacy in Indonesia so that the public can discover, evaluate and communicate literacy information well. Through the National Literacy Movement, the Ministry of Education and Culture has developed six types of literacy for the community. These six literacies are reading and writing literacy, science literacy, financial literacy, digital literacy, numeracy literacy, and cultural and civic literacy. As a Movement, these six types of literacy were developed through three domains: family (Family Literacy Movement), school (School Literacy Movement) and community (Community Literacy Movement).

The National Literacy Movement (GLN) is aimed at developing a literacy culture in the educational ecosystem, beginning from families, schools, to communities in the framework of life-long learning to improve the quality of life. The National Literacy Movement is an effort to improve the intellectual life of the people through increasing knowledge, understanding and skills in today's life. Furthermore, reflecting on the urgency of the availability of high-quality reading books for Indonesian literacy, the Ministry of Education, Culture, Research, and Technology launched a new program called Merdeka Belajar Episode 23: High Quality Reading Books for Indonesian Literacy. This program focused on the distribution of quality reading books for Early Childhood Education (PAUD) and Elementary School (SD) levels, accompanied by teacher training. The Ministry's intervention is based on three main pillars, namely (1) selection and leveling, (2) production and distribution, and (3) coaching and mentoring.

Through this 23rd MB program, it is expected that quality reading book criteria will be provided to help select reading books that are suitable for children's interests and reading abilities. In 2022, the Ministry of Education and Culture has provided 716 titles of books obtained from training local writers/illustrators, translation of local languages into Indonesian and foreign languages into Indonesian, as well as collaboration with Let's Read Asia and

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Litara. In addition, it is also expected that quality reading books will be available in libraries and school reading corners.

In 2022, the Ministry provided 15,356,486 books (716 titles) to 5,963 pre-schools and 14,595 primary schools in targeted regions and poor literacy/numeracy competency areas (see Figure 5). The distribution of quality reading books was not enough, there was also training and mentoring, because the key to successful use of reading books is the ability of school principals, teachers and librarians to manage reading books and utilize them to increase students' interest in reading and literacy skills.



Figure 5. The distribution of 15,356,486 books in 5,963 pre-schools and 14,595 primary schools in 470 districts/cities, in 34 provinces

Source: Kemendikbudristek, (2023)

Theoretical and Practical Implications

The outcomes of the present investigation elucidate a number of pivotal insights pertaining to the persistent learning crisis in Indonesia, highlighting entrenched obstacles within the educational framework. Theoretically, these insights accentuate the enduring predicament of deficient literacy rates and the lack of advancement in educational excellence, as gauged by global standards such as the Programme for International Student Assessment (PISA). Notwithstanding incremental advancements in positioning, the aggregate downturn in performance underscores the imperative for an exhaustive reassessment of extant educational methodologies and policies.

The research further illuminates the multifaceted essence of literacy, which transcends mere reading and writing capabilities. The quartet of dimensions delineated in the National Cultural Development Index—proficiency, access, alternative, and cultural—illustrate the intricate interdependence of elements that shape literacy acquisition. This refined comprehension necessitates a comprehensive strategy to tackle literacy impediments, acknowledging that proficiency in isolation is inadequate without guaranteeing sufficient access and nurturing a literacy-rich environment. Additionally, the findings emphasize the paramount importance of early literacy and the necessity for bespoke interventions that resonate with the distinct reading proclivities and competencies of young learners. This corroborates the theoretical postulate that literacy acquisition is an evolving process, contingent upon individual predilections and the provision of suitable literary resources.

The practical consequences of this investigation are extensive, proposing a multitude of pragmatic strategies for decision-makers, educators, and various stakeholders. There is an unequivocal imperative to augment both the volume and caliber of literary collections in educational establishments and local communities. It is imperative that such collections adhere to the standards set forth by UNESCO, both in quantity and in alignment with the

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reading interests and levels of young readers, encompassing a preference for non-textual and pictorial works that bolster early literacy. Furthermore, it is incumbent upon parents, educators, and library custodians to endeavor to comprehend and cater to the unique literary interests of children. Such a tailored approach can markedly amplify engagement and zeal for reading, culminating in enhanced literacy achievements.

Concerning curricular and policy amendments, it is crucial to embed literacy as a fundamental element of the educational syllabus. The formulation of policies that resonate with international literacy norms and exemplary practices from nations with high literacy rates can markedly elevate educational outcomes. The integration of analytical, inventive, and communicative skills within the syllabus can equip students for the exigencies of the contemporary workforce. To surmount geographical constraints and broaden book accessibility, particularly in isolated regions, the deployment of digital mediums and electronic books is advisable. This can facilitate more uniform access to literary resources throughout the nation. The establishment of effective partnerships among governmental entities, publishing houses, libraries, academic institutions, and the commercial sector is essential. Endeavors such as book gifting initiatives, itinerant libraries, and collaborations with literacy-centric organizations can engender a robust literacy milieu.

Conclusion

According to the results analysis and discussion, it can be concluded that Indonesia remains in a prolonged learning crisis, especially related to children's literacy. Although there was an improvement in the PISA ranking in 2022, the absolute scores for reading, math and science literacy are still low and have even decreased from the previous year. Several factors such as low literacy activities, the COVID-19 pandemic, and national assessment results highlight the serious challenges related to children's literacy abilities in Indonesia. The low literacy condition is not limited to the national level but is also reflected in the literacy of society in general, as discovered in the National Cultural Development Index. The research results show that children's literacy at every level of education is still not reaching the desired level, and the impact of learning loss due to the pandemic has further exacerbated this situation.

Limitations in children's reading interest and the availability of suitable book collections are challenges that need to be overcome. The constraints in fulfilling UNESCO standards on the quantity and quality of books per child per year require special attention. Additionally, the lack of book variety, especially non-text books, and lack of books designed specifically for early readers are important concerns. In response to this challenge, several best practices and initiatives to improve literacy have been undertaken by the government, including the National Literacy Movement and quality reading book provision programs.

Recommendation

The recommendations for further research included in-depth research into the implementation of literacy policies at the local level, exploration of the impact of digital technology and evaluation of the impact of literacy programs. A participatory and collaborative approach with stakeholders, including children, teachers and parents, is important in understanding literacy dynamics holistically. The development of a more inclusive and child-centered literacy curriculum is also a priority. Therefore, these recommendations can serve as a foundation for strategic measures to improve children's literacy in Indonesia. Literacy improvement is not just about the ability to read and write, but also about preparing children with relevant cognitive and interpersonal skills to face the demands of a rapidly growing

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economy and an increasingly complex labor market. With a holistic approach, it is expected to create a literacy ecosystem that is supportive, inclusive and stimulates Indonesian children's reading interest.

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