

BENCHMARKING

JURNAL MANAJEMEN PENDIDIKAN ISLAM

POLICY ANALYSIS AND IMPLEMENTATION OF THE SCHOOL LITERACY MOVEMENT IN PUBLIC ELEMENTARY SCHOOLS NORTH LOMBOK REGENCY

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Abstract

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The School Literacy Movement (GLS) is a program implemented by the Indonesian government to foster literacy culture in elementary schools. The purpose of this study is to analyze the policy, implementation, and governance of GLS in Public Elementary Schools (SDN) in North Lombok Regency. The research approach used is qualitative research with a case study method. Data collection techniques used were interviews, observations, and documentation studies. The research data sources were the Department of Education, Culture, Youth, and Sports (Dikbudpora), school principals, teachers, and students. Data were analyzed thematically through the stages of data reduction, data presentation, and conclusion drawing. The study's results reveal the views of policymakers and implementers regarding GLS. Policies related to GLS have not been implemented optimally because policymakers do not yet have derivative regulations, technical guidelines, or formal policies that serve as the basis for literacy implementation in schools. As a result, the implementation of GLS in schools is very diverse, generally only at the habituation stage, but its implementation is not yet evenly distributed, comprehensive, and consistent. This is also influenced by GLS governance, which has not been running optimally because planning, organising, implementing, coordinating, and controlling the program have not been carried out systematically.

Keywords: School Literacy Movement, policy, implementation, governance

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INTRODUCTION

Education plays a strategic role in shaping human resources with character, quality, and competitiveness. Education will affect the productivity of society, which is closely related to the process of using and managing resources to achieve educational goals effectively and efficiently. According to Law No. 20 of 2003 of the Republic of Indonesia, education is a conscious and planned effort to create a learning environment in which students can actively develop their potential to become strong in the areas of spirituality, religion, self-control, personality, intelligence, noble character, and the skills needed in

society. Education is considered successful if it can create individuals who have good cognitive, psychomotor, and affective competencies. These competencies are reflected in real life, showing the extent of a person's quality as a result of the education they have received.

The current era of rapid development in information technology and globalization requires literacy skills to be one of the basic competencies that every individual must possess. Literacy is not only defined as the ability to read and write, but also includes critical thinking skills, understanding information, problem-solving, and active participation in social life. According to Chamid (2022), literacy can be understood as more than just reading and writing, but also includes the ability to think using knowledge sources in print, visual, digital, and auditory forms. Thus, literacy is an important foundation for successful lifelong learning.

Awareness of the importance of literacy has prompted the Indonesian government to establish the School Literacy Movement (GLS) as one of its priority education programs. Since its launch in 2016, GLS has become an integral part of the implementation of the 2013 Curriculum, which aims to foster a culture of literacy in schools. GLS is implemented in three stages: familiarization, development, and learning. This policy is supported by various regulations, including Regulation of the Minister of Education and Culture (Permendikbud) Number 23 of 2015 concerning Character Building, which regulates 15 minutes of reading before lessons begin. In addition, it is also supported by the Regulation of the Minister of Home Affairs (Permendagri) Number 40 of 2020 concerning Guidelines for the Preparation of Local Government Work Plans (RKPD), which allows for the integration of literacy strengthening agendas into regional development planning.

Despite being a national program, literacy rates in Indonesia remain relatively low. Based on the results of the 2022 Programme for International Student Assessment (PISA) survey, Indonesia ranked 69th out of 80 countries in reading skills, with an average score of 359, down from 371 in 2018. This score is far below the Organisation for Economic Co-operation and Development (OECD) average of 487 and is Indonesia's lowest score since participating in PISA. Meanwhile, the results of the 2025 Computer-Based National Assessment (ANBK), taken from education report card data on the Ministry of Primary and Secondary Education (Kemdikdasmen) website, show that in terms of student literacy competence, public elementary schools are already in the good category, but equivalent elementary schools and Islamic elementary schools are still in the moderate or orange category. This indicates the need for intervention and strengthening of literacy strategies at the elementary school level.

West Nusa Tenggara (NTB) is one of the provinces prioritized in the literacy program. Looking at the results of the 2025 National Assessment (AN) for NTB Province, taken from the Ministry of Education and Culture's education report card data, it shows that the literacy skills of elementary school students are still in the moderate and poor categories. Furthermore, North Lombok Regency, which is the youngest region in West Nusa Tenggara Province (NTB), shows that the education report card results for the literacy skills of elementary school students in North Lombok in 2025 are still in the moderate and poor categories, with the percentage even decreasing by 0.74% from 2024. The number of public elementary schools in North Lombok Regency, based on data taken from the Central Statistics Agency website, is 145 schools with diverse and complex literacy conditions. This is due to the limited educational infrastructure after the 2018 earthquake. Many schools are still in the recovery phase, both in terms of physical infrastructure and literacy support facilities, such as libraries, reading corners, and the availability of reading materials relevant to the age and interests of students. Based on data presented by the Head of the North Lombok Regency Library and Archives Office (Dispusarsip) in 2025, quoted from

Inside Lombok, only 3 out of 100 children aged 6-15 years old read books in their entirety. The rest only read part of the book or did not read the book at all. Additionally, data quoted from Lombok Post published on February 4, 2023, states that the reading interest of the people of North Lombok Regency is still at 1.58%, which is the lowest percentage among the 10 regencies and cities in NTB.

The implementation of the School Literacy Movement in public elementary schools (SDN) in North Lombok Regency has faced varying degrees of success. Some schools are able to implement the program consistently with the support of the principal, teachers, and committee, but many still encounter obstacles such as limited facilities, lack of guidance and training for teachers in designing and implementing innovative literacy activities, low involvement of parents and the community in supporting a culture of reading at home, and suboptimal evaluation and monitoring of literacy programs in a measurable manner. This condition is in line with the results of research conducted by Burhan, et al (2020), which shows that to support GLS at the habituation stage, activities such as selecting appropriate reading books for literacy, implementing literacy before learning through reading and writing activities, creating a school environment rich in texts through pictures and posters, and involving the public in the implementation of school literacy are carried out. In addition, based on initial observations, the researchers found that the problems faced in implementing GLS in North Lombok Regency were a lack of coordination and an integrated management system between schools, the Education, Culture, Youth, and Sports Agency, parents, community organizations, and other stakeholders.

There have been previous studies related to GLS, but they only emphasize implementation strategies or literacy implementation in schools in general, without specifically examining how policies are translated into actual practice in elementary schools. One example is the study by Maulida et al. (2025) entitled Analysis of the Implementation of the School Literacy Movement. The purpose of this study is to analyze the implementation of the School Literacy Movement carried out at SDN 2 Percontohan Blangkejeren. On the other hand, there are also previous studies that discuss policy analysis related to GLS, without attempting to analyze its implementation, such as the study conducted by Rochman and Bakar (2021) entitled Policy Study on the School Literacy Movement. This study aims to determine the existing policies related to the issuance of the Minister of Education and Culture Regulation on character building. This study uses a literature research method that utilizes written sources in obtaining research data.

Several existing studies generally separate the discussion between educational policy analysis and program implementation in the field. In fact, it is important to understand the relationship between what is written in this GLS policy and what happens in practice in the field or the implementation of GLS in educational units, especially elementary schools. Based on the recommendations from previous studies, it is necessary to conduct an in-depth and comprehensive review of GLS policy and implementation in elementary schools using methods that produce more detailed data on a broader research subject.

Based on this background, it is important to conduct a comprehensive study on Policy Analysis and Implementation of the School Literacy Movement in Public Elementary Schools (SDN) in North Lombok Regency. This study is expected to provide a clear picture of the extent to which GLS policies at the national level have been supported and implemented in the regions, their effectiveness in the field, the obstacles encountered, and recommendations for strategies to strengthen literacy programs. The results of this study are not only useful for the development of regional and school policies, but can also serve as a reference for further research in the field of basic education literacy.

RESEARCH METHODS

This study employs a qualitative approach using the case study method. Moleong (2020) states that qualitative research is research that aims to understand phenomena experienced by research subjects, such as behavior, perceptions, motivations, actions, and so on. Furthermore, according to Mustari (2025), case studies can be interpreted as a strategy and method of qualitative data analysis that emphasizes specific cases that occur in the object of analysis. The data collection techniques used were interviews, observation, and documentation using instruments in the form of observation sheets and interview guidelines. Observation sheets were used to review the extent to which GLS implementation was carried out in schools, while interview guidelines were used to collect information related to GLS policies and governance in North Lombok Regency.

The research data sources were the Education, Culture, Youth, and Sports Agency (Dikbudpora), school principals, teachers, and students at five public elementary schools in North Lombok Regency. The schools where the research was conducted were SDN 1 Malaka, located in Pemenang Subdistrict; SDN 8 Sokong, located in Tanjung District; SDN 1 Gondang, located in Gangga District; SDN 1 Kayangan, located in Kayangan District and SDN 1 Mumbul Sari, located in Bayan District. The data in this study were analysed through the stages of data reduction, data presentation, and conclusion drawing to analyze the policy, implementation, and management of GLS in public elementary schools in North Lombok Regency.

RESEARCH RESULTS AND DISCUSSION

A. GLS Policy at Elementary Schools in North Lombok Regency

The findings of the study show that the School Literacy Movement (GLS) policy in North Lombok Regency, which should serve as the legal and operational umbrella for public elementary schools, has very minimal formality. The main findings based on interviews with the North Lombok District Education, Youth, and Sports Agency (Dikbudpora) are, first, that there are no formal regulations related to GLS at the district level. This is evident in the absence of local regulations (Perda), circular letters (SE), regent regulations (Perbup), or specific written programs related to GLS in elementary schools. The existing policy is only in the form of verbal instructions to schools. Furthermore, the Dikbudpora does not yet have a deep understanding of the GLS concept. According to Dikbudpora, the GLS concept has remained vague because the agency has not focused on developing programs related to literacy. The programs considered by the agency are based on the results of the Education Report Card from the central government. This shows that the strategy used is still reactive to central evaluations, rather than a proactive local initiative. Further findings show that resource support is still limited. The Dikbudpora has not allocated a budget or provided reading materials directly to schools. In addition, support for facilities and infrastructure is directed through a mechanism of applying for central government funds, either through the Special Allocation Fund (DAK) or revitalization by reviewing the school's Dapodik data. This is evidenced by the results of interviews and observations in all schools, which show that the collection of books in schools is still limited, budget support is still borne by the School Operational Assistance (BOS), while not all schools have facilities and infrastructure, such as libraries, to support literacy activities.

The results of this study are highly relevant to several concepts in policy studies and program implementation. One of these is the theory of Policy Disparity. These findings indicate a serious imbalance between the central government's GLS policy,

which emphasizes the importance of literacy competencies through programs such as ANBK and Education Reports, and the derivative policies of local governments. According to Wahab (2017), in the context of decentralization, policies that are only verbal indicate the failure of local governments to translate central mandates into structured local regulations. In addition, implementation is top-down rather than bottom-up. GLS is a program that should ideally be implemented bottom-up (school initiative) but requires strong top-down support in the form of local policies, budget assistance, and facilities. Effective implementation is highly dependent on the commitment and resources provided by the implementing authorities, in this case, local policymakers. Research conducted by Febriyani et al. (2024) shows that the government and schools have a full role in running the GLS program. The GLS program has proven to be successful with the support of policies made by the government and implemented by school principals, committees, and teachers in schools. In addition, the resource support provided by the government and a clear bureaucratic structure also have a significant influence. Melati et al. (2025) expressed a similar view, stating that the GLS program has proven to be effective, but this effectiveness is highly dependent on the consistency of existing policies. Continuous policy support prevents GLS from becoming a sporadic activity and makes it a school culture.

The reality in North Lombok Regency is that the implementation of GLS is currently being carried out on an unstable foundation. This is due to several factors, the first being a lack of legitimacy, meaning that verbal policies do not have the same legitimacy and binding force as formal regulations. In reality, schools with strong leadership and independent initiative may still implement GLS, but weaker schools will use the absence of written guidelines and financial support as justification for the passivity of existing literacy programs. Furthermore, this is caused by a gap in needs. Although the Ministry of Education and Culture provides training on HOTS, the basic needs of public elementary schools in North Lombok Regency, especially those related to the availability of reading books and physical facilities such as reading corners, have not been met through government intervention. This reality places GLS as an optional activity rather than a mandatory program because there is no adequate material support.

The weaknesses of the GLS policy in North Lombok Regency stem from policy priorities and regional financial support. The absence of a dedicated budget for GLS indicates that it is not a primary focus in the regional education development agenda, despite pressure from the central Education Report Card. This demonstrates a failure to develop adaptive and responsive regional initiatives. Such a situation could significantly undermine efforts to improve student literacy outcomes in North Lombok. Without clear formal guidance, the standards or guidelines for implementing GLS in each public elementary school will vary considerably, making it difficult to consistently meet the goal of enhancing education quality through literacy. The North Lombok Regency Government, through Dikbudpora, should urgently prepare a legal framework, such as a Circular Letter, and promote the issuance of a Regional or Regency Regulation that explicitly mandates, establishes standards, and allocates a budget to support the GLS program. Doing so will give schools a solid legal foundation for implementing literacy activities effectively.

B. Implementation of GLS at Elementary Schools in North Lombok Regency

The implementation of GLS in five public elementary schools in North Lombok Regency, which were the locations of the study, showed a high degree of diversity, indicating that independent initiatives had emerged from the schools. The schools had attempted to implement GLS in their respective educational units, but only focused on the familiarization stage. This was evident in the 15-minute reading habit before lessons

began. Most schools were aware of this and tried to implement it, although there were still some schools that had not. Several schools have also varied the forms of literacy activities before lessons. For example, teachers at SDN 1 Malaka created the SAKASARI program. In addition, teachers at SDN 1 Mumbul Sari innovated literacy activities with various word games. This shows that schools have tried to innovate literacy activities so that the activities are not monotonous, which would make students feel bored. The variety of innovative programs in schools shows that schools are able to modify the 15-minute reading activity so that it is not boring. Although various activities have been tried in schools, an important note regarding the implementation of GLS is that not all teachers in a school consistently apply and carry out the GLS stages in their respective classrooms.

The further finding shows a gap in facilities to support the implementation of literacy programs. School environment support, such as infrastructure, supporting programs, and funding, is still not optimal. This is evident in the fact that not all schools have libraries, and not all classrooms in every school have comfortable reading corners. Furthermore, schools also lack a variety of reading materials appropriate for the grade level of students in order to cultivate literacy in schools. Although schools have made efforts to support the purchase of books through the School Operational Assistance (BOS) program, the majority of purchases are textbooks. Schools have implemented programs to support GLS activities in schools, such as weekly programs, but these have not been carried out consistently. A literacy-rich environment has begun to emerge in several schools, with many murals and posters created to support a culture of literacy in schools. However, many schools have not yet done the same.

A study conducted by Sapan et al. (2024) revealed that the main factors supporting the implementation of GLS include full support from the school, the availability of varied and interesting reading materials, and the implementation of fun and interactive literacy activities. Meanwhile, the obstacles faced in implementing GLS include limited time for literacy programs in schools, lack of resources, and challenges in maintaining program consistency. Meanwhile, research conducted by Tampubolon (2025) emphasizes that GLS must be carried out gradually and sustainably. Support from various parties such as the school community, parents, and stakeholders, is essential for the success of literacy programs in schools. If literacy programs are implemented consistently in schools, it will have a positive impact on the quality of education in schools. This is in line with the results of research conducted by Hafizha and Rakhmania (2024), which shows that there is a positive relationship between the discipline of schools in implementing literacy programs and the achievement of school education reports.

The implementation of GLS in elementary schools in North Lombok Regency is at a crossroads, meaning that the success of GLS depends heavily on the commitment of individuals and schools, rather than on the guarantee of uniform policies. Schools with strong resources or initiatives tend to be successful, while schools affected by disasters or with poor resource management are highly vulnerable to failure. The irony of the quality gap shows that schools are making extraordinary efforts, but the absence of intervention from the government in equalizing facilities and training, as well as consistency, will result in a widening gap in literacy outcomes among students in North Lombok Regency. GLS will not succeed in the school environment alone. All teachers and educational staff must be actively and consistently involved in the implementation of GLS and receive regular training on varied literacy strategies that are integrated into all subjects. Good practices initiated by schools need to be appreciated and can be used

as examples. Positive implementation in these schools is highly valuable because it demonstrates strong school leadership and the ability of teachers to innovate.

C. GLS Governance at Elementary Schools in North Lombok Regency

Based on interviews and field observations, it was found that literacy program planning at the district level is still suboptimal. The Education, Culture, and Youth Office (Dikbudpora) currently does not have a specific program to improve literacy achievement in public elementary schools in North Lombok District, meaning that no plans have been made in this regard. However, at the school level, especially elementary schools, it was found that literacy program planning is carried out through the development of the Education Unit Curriculum (KSP). This means that each school has made plans related to programs that support the implementation of GLS. The Education, Culture, Youth, and Sports Agency revealed through education unit supervisors that schools are encouraged to develop literacy programs in schools by taking into account the education report cards of each school.

Other findings show that the Education, Youth, and Sports Agency has not yet formed a team responsible for the GLS program, so it can be said that the organization of the GLS program has not been implemented so far. On the other hand, several schools have formed special teams to coordinate literacy activities in their respective schools, such as SDN 1 Malaka, SDN 8 Sokong, SDN 1 Gondang, and SDN 1 Mumbul Sari. This shows that schools have begun to pay attention to literacy activities in their educational units. Good governance must be demonstrated through careful organization. This can be done, among other things, by forming a special team to coordinate the implementation of GLS in schools. Furthermore, in terms of monitoring, evaluation, and follow-up, it was found that so far the Education, Youth, and Sports Agency has conducted several monitoring activities related to the administration outlined in the KSP through school supervisors. However, there has been no evaluation or follow-up from the Education, Youth, and Sports Agency related to the literacy program. The agency visits schools occasionally, but not on a scheduled basis. This also occurs at the school level, where monitoring, evaluation, and follow-up activities have not been carried out optimally. Evaluation and monitoring in most schools are not carried out comprehensively, but only on a weekly basis. Meanwhile, daily activities carried out by teachers in the classroom related to GLS are not evaluated, and there is no follow-up from the school principal. Monitoring and evaluation are an important part of governance in reviewing the extent to which plans have been implemented and which have not been implemented so that they can be improved in the future. Meanwhile, follow-up is carried out so that activities are carried out continuously and are not interrupted at a certain stage so that they can achieve their objectives more optimally.

Research conducted by Hafizha and Rakhmania (2024) also revealed that schools with better literacy management showed significantly higher average Minimum Competency Assessment (AKM) scores. Furthermore, research conducted by Nurbaiti et al (2024) revealed that it is necessary to strengthen the aspects of supervision and periodic evaluation of the GLS program. Without regular management evaluations, GLS programs tend not to develop due to limited book variety and declining teacher motivation. Therefore, good governance is key to the successful implementation of GLS in elementary schools. Furthermore, research conducted by Mustari et al (2025) shows that collaborative management with external parties, such as village libraries and literacy communities, is very important to overcome the limitations of internal school resources. Community-based management is a sustainable solution for the implementation of GLS. In addition to good governance, partnerships and coordination with various parties also need to be considered for the continuity of GLS in the future.

The GLS governance function on both sides shows weaknesses in control and coordination. In terms of planning and organization, Dikbudpora does not have a systematic team or planning. At the school level, planning is only listed in the KSP, and the formation of GLS teams is not uniform. Monitoring, evaluation, and follow-up are not yet optimal. At the office level, this is evident in the unscheduled visits to schools, while at the school level, only weekly programs are evaluated, and daily activities in the classroom are ignored. Partnership indicators also vary. SDN 1 Malaka and SDN 8 Sokong actively collaborate with parents and the surrounding literacy community. Meanwhile, SDN 1 Gondang, 1 Kayangan, and 1 Mumbul Sari have not yet established sustainable collaborations.

The implementation of GLS in North Lombok is a form of struggle for teachers amid unclear regulations. Schools are forced to make difficult choices, opting not to strictly follow written rules so that the program can continue to run effectively in the field. The success of the program at SDN 1 Malaka or SDN 8 Sokong currently depends on the commitment and leadership of the school principals and teachers at the schools. If there is a change in leadership or staff transfers, this innovative program is at risk of being lost because it is not bound by formal regulations or the district's governance system. Weak governance and supervision in the office have led to wide disparities in the quality of implementation. Structural weaknesses lie in the supervisory and coordination functions of the Education, Youth, and Sports Agency. It is important to prioritize policy actions so that the GLS program becomes a sustainable movement. Dikbudpora must immediately act not only as a conveyor of directives, but also as a quality controller. The first action that needs to be taken is to formalize policies to provide legitimacy and certainty of minimum budgets, as well as to appoint GLS coordinators at the district level who are tasked with conducting scheduled monitoring, evaluation, and follow-up.

CONCLUSION

The School Literacy Movement (GLS) policy in public elementary schools in North Lombok Regency does not have formal written regulations, but only verbal instructions. This is due to a lack of in-depth understanding of the GLS concept on the part of the Education, Youth, and Sports Agency. This policy imbalance creates an unstable foundation for implementation and weakens the legitimacy of the program at the school level. As a result, schools do not have clear rules, guidelines, or legal protection related to GLS.

The implementation of the School Literacy Movement (GLS) in public elementary schools in North Lombok Regency shows high diversity and independent initiative. In general, GLS has only been implemented at the familiarization stage, especially the 15-minute reading activity before lessons. Some schools have shown program innovation in developing the GLS program so that students do not get bored, but its implementation is not yet uniform and consistent in all classes. The support provided by schools is also not yet comprehensive, such as limited infrastructure; for example, not all schools have libraries, reading corners, and adequate reading materials. In addition, programs to support literacy activities are also not running consistently.

The governance of the School Literacy Movement (GLS) in public elementary schools in North Lombok Regency shows weaknesses in the functions of systematic planning, organization, monitoring, evaluation, and follow-up. The Education, Youth, and Sports Agency does not yet have a strategic plan or specific program for literacy, so schools work independently based on their own educational report card analysis. Organization is

also weak due to the absence of a special literacy team at the district level. Monitoring, evaluation, and follow-up activities are carried out in a limited, unsystematic, and incomplete manner by the office. However, some schools have formed literacy teams and conducted evaluations, although implementation is uneven and only covers weekly programs rather than daily classroom activities. This condition is not in line with management elements that emphasize the importance of planning, organizing, directing, coordinating, and controlling to achieve organizational goals optimally.

SUGGESTION AND RECOMMENDATIONS

The North Lombok Regency Education, Culture, Youth, and Sports Agency (Dikbudpora) should develop formal regulations or policies related to GLS, such as agency head regulations, technical guidelines, or strategic literacy programs that serve as the basis for schools in implementing literacy programs. Public elementary schools (SDN) in North Lombok Regency should implement GLS more consistently and comprehensively, not only at the familiarization stage but also at the literacy development and learning stages. Furthermore, teachers at SDN in North Lombok Regency should carry out literacy activities consistently in accordance with school programs and GLS guidelines. For future researchers, it is recommended to examine other factors that may influence the low implementation of GLS, such as teacher competence, school culture, or parental support. Additionally, research using mixed methods can be conducted to obtain more comprehensive data regarding the implementation of GLS.

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