

From Data to Action: A Qualitative Study of *Rapor Pendidikan*-Based Planning in Indonesian Primary Schools

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ABSTRACT

Data-based educational planning has become a key policy direction in Indonesia through the implementation of the Education Report Card (*Rapor Pendidikan*). However, empirical evidence on how primary schools utilize this data for systematic planning remains limited. This study explores how public primary schools optimize the *Rapor Pendidikan* in educational planning processes. This study employed a qualitative multiple-case design involving 35 public primary schools in Pulogadung District, East Jakarta. Data were collected through semi-structured interviews with principals, vice principals, teachers, and school operators (n = 107), non-participant observations of planning activities, and analysis of school planning documents. The data were analyzed thematically using Miles and Huberman's framework, supported by cross-case comparison to identify planning typologies and optimization levels. The findings revealed two dominant planning typologies: strategic and reactive. Most schools demonstrated a strategic orientation characterized by systematic data analysis, long- and medium-term planning, and high stakeholder involvement. Schools with higher levels of data literacy and collaborative engagement were more effective in translating *Rapor Pendidikan* data into targeted programs, particularly in literacy and numeracy improvement. In contrast, reactive schools tended to rely on short-term responses and showed limited integration of data into sustainable planning. The study highlights that effective use of the *Rapor Pendidikan* is mediated by data literacy and stakeholder participation. Strengthening these capacities is essential for transforming educational data into actionable and sustainable school improvement strategies.

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1. INTRODUCTION

Improving the quality and equity of education remains a major challenge for many countries, including Indonesia. International large-scale assessments continue to show that Indonesian students

perform below the average of OECD countries, particularly in literacy, numeracy, and scientific reasoning (OECD, 2023). Beyond achievement gaps, disparities in educational quality across regions and schools persist, reflecting systemic challenges in planning, resource allocation, and instructional improvement. These conditions underscore the need for effective educational planning mechanisms that are grounded in reliable data and responsive to school-level contexts.

In response to these challenges, the Indonesian government has implemented a comprehensive reform agenda emphasizing data-driven decision-making in education. One key policy initiative is the introduction of the Education Report Card (*Rapor Pendidikan*), which integrates data from the National Assessment (*Asesmen Nasional*), school surveys, and administrative records to provide a multidimensional profile of school performance (Kemdikbudristek, 2022). The Education Report Card is intended not merely as an accountability tool but as a foundation for systematic educational planning at school, district, and national levels. Through this platform, schools are expected to identify strengths and weaknesses, prioritize improvement areas, and design evidence-based programs aligned with national education standards.

Educational planning plays a critical role in ensuring that educational systems operate efficiently, equitably, and sustainably. Well-designed planning processes enable schools to allocate resources strategically, develop relevant curricula, and implement interventions that address students' learning needs (Krstevska & Bajrami, 2023; Ndhlovu & Sawe, 2022). Conversely, weak or reactive planning often results in fragmented programs, inefficient use of resources, and limited impact on learning outcomes (Lewin, 2020). International research consistently highlights that data-informed planning, when combined with strong leadership and stakeholder engagement, contributes to improved school performance and student achievement (McLaughlin et al., 2017; Souza et al., 2024).

Despite the availability of comprehensive educational data, translating data into meaningful action remains a persistent challenge. Studies across different contexts indicate that schools frequently struggle with limited data literacy, a lack of analytical capacity, and resistance to change among stakeholders (Gomaa, 2023; Gao et al., 2022). In Indonesia, monitoring and evaluation conducted by the Center for Education Standards and Policy revealed that many schools and local education offices have not optimally utilized the Education Report Card for planning purposes (Pusat Standar dan Kebijakan Pendidikan [PSKP], 2022). Common issues include superficial understanding of indicators, reliance on external assistance, and the tendency to treat planning as an administrative requirement rather than a strategic process.

At the primary school level, effective educational planning is particularly crucial. Primary education forms the foundation of students' cognitive, social, and emotional development, and weaknesses at this stage can have long-term consequences for educational trajectories (Hamid et al., 2024). Research indicates that data-based planning at the elementary level can support early identification of learning gaps, guide targeted literacy and numeracy interventions, and enhance the alignment between instructional practices and student needs (Setianto et al., 2024). However, empirical evidence on how primary schools operationalize national data systems, such as the Education Report Card, in their daily planning practices remains limited.

Existing studies on the *Rapor Pendidikan* in Indonesia have largely focused on policy analysis, system-level evaluation, or single-school case studies (Asbari et al., 2020; Budi Teguh Harianto, 2023). While these studies provide valuable insights into the potential benefits of data-based planning, they offer a limited understanding of variations in implementation across schools. In particular, there is a lack of qualitative, multi-case research examining how schools differ in their planning orientations, levels of stakeholder involvement, and data literacy when utilizing the Education Report Card. Without such insights, it is difficult to identify the conditions under which data-based planning leads to meaningful and sustainable school improvement.

Another critical dimension in educational planning is stakeholder involvement. Effective planning is not solely a technical process but also a collaborative one that requires the participation of principals, teachers, school staff, parents, and, in some cases, students (Hui & Singh, 2020). High levels of

stakeholder engagement are associated with greater ownership of improvement programs, stronger accountability, and increased likelihood of successful implementation (Aldridge & McLure, 2024). Conversely, planning processes dominated by a small group of actors often face resistance and lack sustainability. Understanding how stakeholder involvement interacts with data use is therefore essential for optimizing the impact of the Education Report Card.

Given these gaps, there is a clear need for in-depth qualitative research that explores how primary schools use the *Rapor Pendidikan* as a basis for educational planning, how planning practices vary across schools, and what factors enable or constrain effective data utilization. Such research can contribute not only to academic discussions on data-driven educational planning but also to policy and practice by providing evidence-based recommendations tailored to school-level realities.

Accordingly, this study aims to examine the optimization of the *Rapor Pendidikan* as a data-based educational planning strategy in public primary schools. Using a qualitative multiple-case study approach, the research investigates planning typologies (strategic versus reactive), levels of stakeholder involvement, and data literacy practices across 35 public primary schools in Pulogadung District, East Jakarta. The central research question guiding this study is: How do public primary schools utilize the *Rapor Pendidikan* to inform educational planning, and what factors influence the effectiveness of this process? By addressing this question, the study seeks to contribute a nuanced understanding of how educational data can be transformed into actionable strategies that support continuous improvement in primary education.

2. METHODS

2.1 Research Design

This study employed a qualitative multiple-case study design to explore how public primary schools utilize the Education Report Card (*Rapor Pendidikan*) as a basis for data-driven educational planning. A multiple-case approach was chosen to capture variations in planning practices across schools and to allow cross-case comparison of planning typologies.

2.2 Research Site and Sampling

The study was conducted in 35 public primary schools located in Pulogadung District, East Jakarta, Indonesia. Schools were selected using purposive sampling based on the following criteria:

1. Schools actively accessing the *Rapor Pendidikan* platform;
2. Schools that had developed at least one planning document (Annual Work Plan or School Activity and Budget Plan);
3. Willingness to participate in interviews and observations.

Private schools were excluded to maintain policy and governance consistency across cases.

2.3 Participants

Participants consisted of:

1. 35 principals (one from each school),
2. 18 vice principals,
3. 12 school operators,
4. 42 teachers involved in planning activities.

In total, 107 participants were interviewed. Students were not interviewed; references to students relate only to school demographic context and learning outcomes data.

2.4 Data Collection

Data were collected between May–August 2023 using three techniques:

1. In-depth interviews
 - a. Semi-structured interviews (30–60 minutes) focused on:
 - i. Understanding of the *Rapor Pendidikan*,

- b. Use of data in planning decisions,
 - c. Stakeholder involvement,
 - d. Challenges in implementation.
- 2. Non-participant observations
Conducted twice in each school during:
 - a. Education planning meetings,
 - b. Socialization or evaluation sessions related to *Rapor Pendidikan*.
- 3. Document analysis
Documents analyzed included:
 - a. *Rapor Pendidikan* reports,
 - b. Annual Work Plans (RKT),
 - c. Medium-Term Plans (RKJM),
 - d. School Activity and Budget Plans (RKAS).

2.5 Data Analysis

Data were analyzed using thematic analysis following Miles and Huberman's (1994) framework:

1. Data reduction through open coding;
2. Data display using matrices and cross-case tables;
3. Conclusion drawing and verification through pattern matching and triangulation.

Based on recurring patterns, schools were classified into:

1. Planning typology: Strategic or Reactive;
2. Optimization **levels** (Low, Medium, High) for:
 - a. Understanding of *Rapor Pendidikan*,
 - b. Stakeholder involvement,
 - c. Digital/data literacy.

2.6 Trustworthiness

To ensure rigor:

1. Triangulation was conducted across interviews, observations, and documents;
2. Member checking was applied with selected principals;
3. An audit trail was maintained during coding and categorization.

2.7 Ethical Considerations

Permission was obtained from all participating schools. Participants provided informed consent, and all school identities were anonymized. No personal student data were collected.

3. FINDINGS AND DISCUSSION

3.1. *Typology of Education Report as Educational Planning in 35 Public Schools in Pulogadung District, East Jakarta*

Educational planning can be categorized into different typologies based on the approach adopted, particularly strategic and reactive planning, as well as the level of stakeholder involvement (Priyambodo & Hasanah, 2019; Sabila & Rahmalia, 2024). Strategic planning is characterized by a long-term vision, systematic analysis of internal and external conditions, and the formulation of measurable goals and strategies to achieve educational objectives. This type of planning is proactive, adaptive, and future-oriented, as it anticipates potential challenges and opportunities that may influence educational outcomes. In contrast, reactive planning is generally short-term and focuses on addressing immediate

problems as they arise, often without considering long-term implications for the education system as a whole (Juriyah et al., 2020).

Findings from 35 public primary schools in Pulogadung District, East Jakarta, indicate that the majority of schools applied a strategic planning approach, while 14 schools demonstrated predominantly reactive planning practices. Schools categorized as strategic had established short-, medium-, and long-term plans prior to the implementation of the Education Report Card. These existing planning frameworks enabled schools to integrate data from the Education Report Card more effectively into their improvement strategies. As one principal noted during the interview, *“Our school already had short-, medium-, and long-term plans even before this policy was introduced, so the data helped us refine and prioritize our programs”* (Principal, School 3).

In contrast, schools with reactive planning orientations reported that systematic planning practices were developed only after the introduction of the Education Report Card. As a result, planning efforts in these schools tended to focus on immediate compliance with policy requirements rather than on sustainable educational development. Reactive planning often lacked consideration of long-term impacts and comprehensive system improvement.

Another key factor influencing the effectiveness of educational planning was the level of stakeholder involvement. Schools with high levels of involvement—engaging principals, teachers, parents, students, and local authorities—demonstrated stronger accountability, program relevance, and sustainability. This was reflected in more coherent educational programs and improved learning outcomes. Principals from several schools emphasized this collaborative approach, stating, *“We always involve all stakeholders in educational planning to improve the quality of education. We also provide training for teachers and students, especially in literacy and numeracy”* (Principals, Schools 16, 17, and 18).

Conversely, schools with low stakeholder involvement experienced limited responsiveness to stakeholder needs and, in some cases, resistance to program implementation. These challenges were often attributed to teachers’ workload and the lack of targeted training aligned with school needs, which ultimately affected the quality of learning as a key indicator of educational success.

3.2. Cross-Case Analysis of Educational Report Cards as Educational Planning in 35 Public Elementary Schools in Pulogadung District, East Jakarta

To further examine patterns and variations in the use of the Education Report Card for educational planning, a cross-case analysis was conducted across the 35 public primary schools. This analysis aimed to identify both contrasts and similarities among schools based on four key aspects: planning type (strategic or reactive), level of understanding of the Education Report Card policy, stakeholder involvement, and digital/data literacy. Each school was categorized using three levels—low, medium, and high—based on predefined analytical criteria derived from interview data, observations, and document analysis. The cross-case comparison provides a systematic overview of how different combinations of planning orientation and institutional capacity shape schools’ ability to optimize the Education Report Card in practice. The results of this analysis are presented in Table 1.

Table 1. Cross-Case Analysis: Contrasts and Similarities

School	Type of Planning	Understanding of Education Report Policy	Stakeholder Involvement	Digital/Data Literacy
School 1	Strategic	Medium	High	Medium
School 2	Strategic	Low	Medium	Low
School 3	Strategic	High	High	High
School 4	Reactive	Medium	Medium	Medium
School 5	Strategic	High	High	High
School 6	Strategic	High	High	High
School 7	Reactive	High	High	High
School 8	Strategic	Medium	Medium	Medium
School 9	Reactive	High	High	Medium
School 10	Reactive	High	High	High
School 11	Strategic	High	High	High
School 12	Strategic	High	High	High
School 13	Strategic	High	High	High
School 14	Reactive	Medium	Medium	Low
School 15	Strategic	High	High	High
School 16	Strategic	High	High	High
School 17	Strategic	High	High	High
School 18	Strategic	High	High	High
School 19	Strategic	High	High	High
School 20	Reactive	High	High	High
School 21	Reactive	Medium	Medium	Medium
School 22	Reactive	Medium	Low	Low
School 23	Reactive	Medium	Medium	Medium
School 24	Strategic	High	High	High
School 25	Strategic	High	High	High
School 26	Strategic	High	High	High
School 27	Strategic	High	Medium	Medium
School 28	Strategic	High	High	High
School 29	Strategic	High	High	High
School 30	Strategic	High	High	High
School 31	Strategic	High	High	High
School 32	Reactive	Medium	Medium	Medium
School 33	Strategic	High	High	High
School 34	Strategic	Medium	High	High
School 35	Strategic	High	High	High

Based on the data above, in the planning type, there are 10 schools with reactive status and 25 schools with strategic status. In terms of understanding the Education report card policy, involvement and digital/data literacy consist of 3 (three) statuses, namely low, medium, and high. In terms of understanding the Education report card policy, there are 9 schools with medium status, and 26 schools with high status. In terms of involvement, there is 1 school with low status, 8 schools with medium

status, and 26 schools with high status. In terms of digital/data literacy, there are 2 schools with low status, 8 schools with medium status and 25 schools with high status. Based on these data, it can be seen that more schools have a strategic status in the planning type, with high status for understanding the Education Report Card policy, high status for the involvement aspect, and high status for the digital/data literacy aspect, namely 20 schools.

The following are the results of observations in 35 public primary school in Pulogadung District, East Jakarta, which are described in table 2.

Table 2. Summary of research results in 35 State Primary school in Pulogadung District, East Jakarta

No	School	Strategy	Outcome	Recommendation
1	School 1	The education planning strategy implemented involves analyzing the <i>Rapor Pendidikan</i> received by schools, where teams are formed to analyze the indicators that need to be improved based on the available data. The process begins with the socialization of the <i>Rapor Pendidikan</i> , followed by a meeting to determine improvement priorities based on the lowest indicator achievements.	The results of educational planning are seen in the implementation of concrete programs such as regular reading programs, increased access to books, and the use of interactive teaching methods. All of these aim to improve students' literacy levels and create a more supportive learning environment.	Schools need to continuously analyze and reflect on the data obtained for continuous improvement.
2	School 2	<ul style="list-style-type: none"> Analyze <i>Rapor Pendidikan</i> to understand the quality of existing education. Develop an education work program that is in accordance with the goals and objectives that have been set. Budgeting the education work program and preparing the School Activity and Budget Plan. 	The results of education planning show that the school has understood and utilized the <i>Rapor Pendidikan</i> well. Schools evaluate the changes in Rapor scores from year to year and involve all elements of the school in the planning process to improve the quality of education.	Schools need to continuously monitor and evaluate the achievement of the programs that have been implemented to ensure that all aspects of education are running optimally.
3	School 3	<ul style="list-style-type: none"> Preparation of Annual Work Plan and Medium-Term Work Plan based on evaluation results to guide the improvement and development of education quality. Data-based planning training to help schools prepare data-driven planning involves the introduction of the <i>Rapor Pendidikan</i> application and how to analyze data on the <i>Rapor Pendidikan</i>. 	The result of educational planning is the preparation of an Annual Work Plan, Medium-Term Work Plan, and School Activity and Budget Plan that is in accordance with existing data, both in terms of time and implementation to the shortcomings and advantages of its implementation.	Schools need to improve collaboration with parents through discussion sessions or workshops to be more optimal.

4	School 4	<ul style="list-style-type: none"> • Data-based planning (DBP): Schools use data to develop targeted programs and procurements, thereby improving the quality of education. • Stakeholder Involvement: The school involves various parties in education planning, Use of Information Technology: The school has utilized IT in filling out the <i>Rapor Pendidikan</i> and planning. 	<p>The observation results show that: The school has actively implemented the data- and IT-based <i>Rapor Pendidikan</i>.</p> <p>The school has documents related to the <i>Rapor Pendidikan</i> and understands the stages of education planning.</p> <p>The school has developed an Annual Work Plan and School Activity and Budget Plan.</p>	<p>Maximize cooperation with nearby universities to improve the quality of education in the school environment.</p>
5	School 5	<ul style="list-style-type: none"> • Identification: Establishing priority indicators and issues. • Reflection: Engage the principal and stakeholders for introspection. • Fix: Develop activity and program plans, which are then incorporated into the School Activity and Budget Plan. 	<p>The results of education planning at school 5 show that the school has successfully implemented and understood the importance of the <i>Rapor Pendidikan</i> and Data-Based Planning in improving the quality of education. The school has developed an Annual Work Plan and School Activity and Budget Plan in accordance with the data obtained from the <i>Rapor Pendidikan</i>.</p>	<p>Schools are advised to continue to evaluate and adjust the programs and activities that have been prepared to remain relevant to the needs and challenges faced.</p>
6	School 6	<ul style="list-style-type: none"> • Schools analyze <i>Rapor Pendidikan</i> results to identify areas that need more attention. • Corrective actions are determined both in the short and long term to improve education quality. • Training and skills upgrading for educators. 	<p>The school has understood the importance of data-driven school performance assessment, with a structured <i>Rapor Pendidikan</i> document and a planning system that involves various parts of the school.</p>	<p>Regular evaluation and monitoring of the implementation of data-driven planning and utilization of the <i>Rapor Pendidikan</i> are needed to identify successes and challenges.</p>
7	School 7	<p>The school uses a data-driven planning approach, which involves program identification, analysis, development, implementation and evaluation. The data used comes from <i>Rapor Pendidikan</i> that have been processed to make the right decision.</p>	<p>The results of education planning include the preparation of the Medium-Term Work Plan and the School Activity and Budget Plan. The Medium-Term Work Plan contains goals, strategies and work programs that involve all relevant parties.</p>	<p>Recommendations include the need for training for teachers and staff to improve their qualifications and skills, the provision of appropriate educational facilities and infrastructure, and the development of an innovative curriculum that meets students' needs.</p>

8	School 8	<p>The school conducts curriculum development in accordance with national standards and local needs.</p> <p>The preparation of learning programs for each subject involves determining appropriate teaching and evaluation strategies based on <i>Rapor Pendidikan</i>.</p>	<p>The school has been able to read and understand the <i>Rapor Pendidikan</i> document, which shows areas that need improvement, such as students' lack of literacy. And schools have developed Annual Activity Plans and School Activity and Budget Plans to improve education quality.</p>	<p>Schools are advised to continue collaborating and sharing information between schools to overcome the obstacles faced.</p>
9	School 9	<p>Educational planning strategies used include competency-based approaches, the use of technology, or participatory methods.</p>	<p>The results of this educational planning are demonstrated such as improved learning quality, student participation, or program effectiveness.</p>	<p>Recommendations given in this study include the need for teacher training, curriculum development, or improved facilities.</p>
10	School 10	<p>Schools conduct identification to select and assign problems based on the priority indicators found in the <i>Rapor Pendidikan</i>. The indicators are grouped by color (red, yellow, and green) to determine improvement priorities.</p> <p>Through reflection, schools evaluate the data presented and plan the necessary improvements.</p>	<p>The planning results show that school 10 has evaluated the achievements and root causes of the identified problems and designed improvement strategies based on the available data.</p>	<p>All teachers at school 10 should be able to access and understand how to use the <i>Rapor Pendidikan</i> for classroom learning. This is important so that all educators can actively participate in the process of improving the quality of education.</p>
11	School 11	<p>Setting educational objectives based on data analysis and national education policy. Planning a curriculum that meets the needs of students and the national curriculum. Then, establish effective learning strategies according to students' characteristics.</p>	<p>The results of education planning at School 11 show that the school has a good understanding of the <i>Rapor Pendidikan</i> and Data-Based Planning. The school has taken concrete steps, such as having an <i>Rapor Pendidikan</i>, a Medium-Term Work Plan, and trying to prepare an Annual Work Plan and School Activity and Budget Plan, to improve the quality of education.</p>	<p>Conduct training with teachers on how to collect, analyze, and use education data effectively.</p>
12	School 12	<p>The school implements the School Activity and Budget Plan, which includes developing physical facilities such as the library and</p>	<p>The process of revamping the Annual Work Plan and School Activity and Budget Plan has achieved significant steps in improving education quality, including the evaluation of</p>	<p>Evaluate the need for facilities and infrastructure to create a conducive learning environment.</p>

		<p>procuring up-to-date teaching materials to support learning.</p> <p>Schools also conduct in-depth analysis of indicators that show educational performance and integrate improvements into the Annual Work Plan.</p>	<p>indicators and the uploading of data to relevant platforms.</p>	
13	School 13	<p>Schools regularly send learning outcomes to the center for evaluation and recommendations for improvement. This report on education serves as a reference in designing and improving the medium-term work plan. The school then analyzes the results of the <i>Rapor Pendidikan</i> to identify areas that need attention, maintenance and improvement. After studying the report card, the school develops the Annual Work Plan and School Activity and Budget Plan based on prioritized needs.</p>	<p>The school has made improvements based on recommendations from the <i>Rapor Pendidikan</i>, which include improving the quality of education and student literacy. The "Fun Literacy" program was successfully implemented to increase students' interest in reading in a fun way.</p>	<p>Training is needed for teachers to understand and utilize data from <i>Rapor Pendidikan</i> effectively in planning and teaching.</p>
14	School 14	<p>Education planning at school 14 uses the <i>Rapor Pendidikan</i> platform, which serves to measure school quality and provide recommendations for improvement. This process involves a national assessment conducted by the government, and the results are used to develop the Annual Work Plan and School Activity and Budget Plan.</p>	<p>The <i>Rapor Pendidikan</i> obtained from the assessment shows aspects that need improvement and the school has taken the necessary corrective measures.</p>	<p>It is important to overcome bureaucratic obstacles that may hinder the implementation of effective education planning.</p>
15	School 15	<p>The school uses a data-driven approach to education planning, which involves analyzing data from the <i>Rapor Pendidikan</i> to evaluate student learning achievement, teacher performance, and the condition of education in the school environment.</p>	<p>School 15 has actively implemented the <i>Rapor Pendidikan</i> well, has the necessary related documents and involves many parties in education planning. The school also understands the stages of education planning and actively makes improvements by preparing the Annual Work Plan and</p>	<p>It is expected for teachers to be more thorough in filling out the <i>sulingjar</i> (survey) filled out by teachers so that the data received by the school is in accordance with reality. This aims to find out things that need to be repaired or improved in planning.</p>

		School Activity and Budget Plan.	
16	School 16	Delivery of the <i>Rapor Pendidikan</i> and Data-Based Planning: Through the seminar, participants gained an understanding of how to read and use the <i>Rapor Pendidikan</i> to develop the School Activity and Budget Plan.	Schools have a fairly good understanding of the <i>Rapor Pendidikan</i> and data-based planning, but there are still some teachers who do not fully understand how to read the <i>Rapor Pendidikan</i> . Organize internal school practicums and conduct discussion forums together when conducting data-based planning.
17	School 17	The school analyzes the <i>Rapor Pendidikan</i> documents. After that, the school has planned improvements based on the deficient results.	In the implementation of the program, there were challenges faced, such as the different characters of students who made the event difficult to condition. It is recommended that schools continue to optimize the use of <i>Rapor Pendidikan</i> and data-based planning to improve education quality.
18	School 18	Its education planning strategies include utilization of <i>Rapor Pendidikan</i> and data-based planning through staff training, increased transparency of communication with parents, implementation of an efficient data management system, utilization of technology, collaboration between subjects, customization of learning to individual student needs, and periodic evaluation for effective response to changing needs.	The results of its education planning show that the school has a good understanding of the importance of <i>Rapor Pendidikan</i> and data-based planning. The existence of a medium-term work plan also shows the school's commitment to targeted education planning. The recommendation is to continue to conduct regular evaluations of the results of the activities that have been carried out, listening to feedback from students, parents, and school staff to identify areas that need improvement and further development.
19	School 19	Its educational planning strategies involve adopting appropriate learning strategies. In addition, the school uses data to evaluate the effectiveness of educational programs and make necessary adjustments to improve learning outcomes. A combination of a tree of hope and data-driven planning is also used to improve the quality of education.	The results of its education planning show that SDN Jati 05 has been active in carrying out data and IT-based <i>Rapor Pendidikan</i> , has related documents, and involves various parties in education planning. The recommendation is to strengthen collaboration between government, educational institutions, and communities in supporting the implementation of the tree of hope concept and data-based planning.

20	School 20	The education planning strategy involves schools' understanding of the <i>Rapor Pendidikan</i> and data-based planning. Schools should have an <i>Rapor Pendidikan</i> and follow the education planning stages.	The results of the <i>Rapor Pendidikan</i> can differ each year because the assessment is based on literacy and numeracy, as well as the results of the learning environment survey. School 20 has improved its Annual Work Plan and School Activity and Budget Plan from the <i>Rapor Pendidikan</i> .	Student diversity poses challenges and requires different approaches.
21	School 21	Identify problems based on data in the <i>Rapor Pendidikan</i> Platform. Reflecting on learning outcomes, mapping, and processes.	The results of education planning is that the school has carried out the improvement stage by preparing the Annual Work Plan and the School Activity and Budget Plan, and holding a Work Meeting attended by the Supervisor or Head of the Education Unit to discuss the preparation of the Annual Work Plan and the School Activity and Budget Plan.	Conduct fun teaching and learning activities, interspersed with games and literacy puzzles, so that students are interested in teaching and learning activities delivered by educators.
22	School 22	Optimizing the use of the Annual Work Plan, Medium-Term Work Plan, and School Activity and Budget Plan based on <i>Rapor Pendidikan</i> data.	School 22 has improved its Annual Work Plan and School Activity and Budget Plan from the <i>Rapor Pendidikan</i> . However, often the recommendations from the ministry do not match the conditions in the field, one of which is the lack of supporting facilities and infrastructure.	Develop practical guidelines for schools to utilize <i>Rapor Pendidikan</i> for education quality improvement.
23	School 23	Identify education challenges and develop more accurate and data-based improvement plans.	The <i>Rapor Pendidikan</i> is used as a measurement tool for evaluating the education system as a whole, both internal and external evaluations focused on the quality and equity of learning outcomes.	Transparency and accountability in the preparation and implementation of the School Activity and Budget Plan and the Medium-Term Work Plan are essential to improving the quality of education and providing better services to students.

24	School 24	<p>Conduct an identification process to identify or determine the problems faced by the school.</p> <p>Reflect and improve, which will later be included in the Annual Work Plan and School Activity and Budget Plan documents.</p>	<p>The results of education planning are that the school already has and implements an <i>Rapor Pendidikan</i>, and already has a medium-term work plan and conducts the improvement stage by preparing an Annual Work Plan and School Activity and Budget Plan. One of the programs realized was to increase school literacy with the theme of heroism.</p>	<p>The recommendation is to erect a literacy wall near the school gate as an action to address the literacy problem, which is characterized by a drop in average literacy-related scores on the <i>Rapor Pendidikan</i>.</p>
25	School 25	<p>The <i>Rapor Pendidikan</i> is used to reflect student achievement and is the basis for the preparation and adaptation of the School Activity and Budget Plan.</p>	<p>Schools have overcome obstacles in understanding <i>Rapor Pendidikan</i> information by reviewing together, coordinating with related parties and involving supervisors.</p>	<p>To optimize the use of <i>Rapor Pendidikan</i> and Data-based planning, it is recommended that if the percentage of <i>Rapor Pendidikan</i> decreases, school should hold PMM training</p>
26	School 26	<p>Its education planning strategy involves using data from the <i>Rapor Pendidikan</i> to develop a medium-term work plan. The medium-term work plan is created by considering the data in the <i>Rapor Pendidikan</i>.</p>	<p>The education planning outcome is increased school understanding of using <i>Rapor Pendidikan</i> more effectively to make quality decisions.</p>	<p>The recommendation is to be more inclusive in involving all stakeholders, such as teachers, principals, parents, and students, in its planning and implementation.</p>
27	School 27	<p>Identify, reflect, and improve (IRB) based on achievements in the five dimensions of the <i>Rapor Pendidikan</i>. Then conduct regular evaluation and monitoring of the implementation of the education quality improvement program.</p> <p>Encourage teachers to open the <i>Rapor Pendidikan</i> as often as possible for continuous monitoring and improvement.</p>	<p>The results of its education planning show that school 27 has understood and implemented the concept of <i>Rapor Pendidikan</i> and data-based planning well. However, students' numeracy skills are still relatively low, so the school plans a numeracy improvement program.</p>	<p>Encourage teachers to open the <i>Rapor Pendidikan</i> as often as possible and conduct regular evaluation and monitoring of the implementation of the education quality improvement program.</p>

28	School 28	Read and understand the <i>Rapor Pendidikan</i> document. Then conduct an in-depth evaluation of the information in the <i>Rapor Pendidikan</i> , including student learning achievements, teacher performance and educational conditions in the school environment. Finally, develop a more measurable and specific School Strategic Plan.	There is an increase in schools' understanding of the <i>Rapor Pendidikan</i> and data-based planning and the implementation of the Numerasi Ceria program to increase students' interest in learning mathematics and numeracy skills.	Provide additional training to teachers and staff, especially related to implementing changes or improving learning quality.
29	School 29	Selecting programs that suit the needs of the school and focusing on student progress and conducting socialization with parents, school committees, and the surrounding community. Then integrate the results of the discussion and program planning into the Annual Work Plan and Medium-Term Work Plan.	The school has developed an annual work plan and a school activity and budget plan despite a drop in scores from the previous year, especially in literacy. The school designed an improved reading guide and cross-referenced relevant recommendations.	Conduct regular evaluations of implemented education programs and use the results as a basis for further adjustments and improvements.
30	School 30	Develop an annual work plan based on the results of the school performance evaluation and recommendations from the Education Office.	Improved understanding of teachers and school staff on <i>Rapor Pendidikan</i> and data-based planning through regular training and effective socialization.	Optimizing the use of <i>Rapor Pendidikan</i> and data-based planning by developing an integrated education management information system.
31	School 31	Collaboration between teachers and principals in filling in the <i>Rapor Pendidikan</i> to avoid errors by filling in the education planning form online according to applicable regulations, within a certain time frame every quarter.	The results of his educational planning showed an improvement in the <i>Rapor Pendidikan</i> compared to previous years.	The recommendation is to train children by providing materials that aim to make children love reading and provide an understanding that gadgets are not only used to play games but also to find more useful information.
32	School 32	Analyze the data and information from the Education Report Card to find out the school's strengths, weaknesses, opportunities, and challenges. Sorting out good and relevant suggestions to improve education quality.	Formulation of educational programs based on indicators that have been formulated. Preparation of the School Activity Plan and Budget based on the results of previous planning.	Organize training or workshops focused on developing critical thinking and problem-solving skills for teachers.

33	School 33	Schools use the <i>Rapor Pendidikan</i> platform to reflect and develop targeted and data-driven education improvement plans.	The results of education planning based on the results of the <i>Rapor Pendidikan</i> at school 33 show that the school has improved in terms of literacy.	To optimize the use of <i>Rapor Pendidikan</i> and data-driven planning and to ensure that education improvement is not solely the responsibility of teachers.
34	School 34	Develop the Annual Work Plan and School Activity and Budget Plan based on the results of the education profile. Conduct problem identification and root cause selection.	Educational planning is related to the school's achievement of the programs that have been implemented.	Optimization of the <i>Rapor Pendidikan</i> page to make it easier for school staff to fill in and minimize filling errors.
35	School 35	Integration of <i>Rapor Pendidikan</i> and data-driven planning to create continuous improvement in education quality. Implementation of Principal Performance Assessment in early November to detail rapor grades that include school shortcomings, which are then used as the basis for planning education programs.	The outcome of the education planning was to improve the quality of education at school 35 through teacher performance evaluation, quality rapor assessment and using data from the <i>Rapor Pendidikan</i> to identify trends and areas for improvement.	Continue the use of <i>Rapor Pendidikan</i> and data-driven planning to formulate effective teaching strategies.

Discussion

This study examined how public primary schools utilize the Education Report Card (*Rapor Pendidikan*) as a basis for data-based educational planning. The findings demonstrate that the effectiveness of Education Report Card utilization is not determined solely by data availability, but rather by how schools interpret, integrate, and act upon the data through strategic planning, stakeholder involvement, and data literacy. These results reinforce and extend theoretical perspectives on educational planning and data-driven decision making.

First, the identification of strategic and reactive planning typologies aligns with classical and contemporary theories of educational planning. Strategic planning is characterized by long-term vision, systematic analysis, and alignment between goals, resources, and actions (Krstevska & Bajrami, 2023; Permyakov & Kitin, 2021). Schools categorized as strategic in this study demonstrated proactive use of Education Report Card indicators to inform medium- and long-term plans, such as the Medium-Term Work Plan (RKJM) and Annual Work Plan (RKT). This supports Lewin's (2020) argument that effective educational planning requires anticipatory and adaptive approaches rather than short-term problem solving. In contrast, reactive schools tended to use the Education Report Card as a compliance tool, responding primarily to immediate assessment outcomes without integrating data into sustainable planning cycles. This finding suggests that the mere introduction of data systems does not automatically transform planning practices, echoing international evidence that data systems often reinforce existing organizational behaviors rather than reshape them (Gomaa, 2023).

Second, the study highlights the central role of data literacy in mediating the relationship between educational data and planning quality. Data literacy theory emphasizes the capacity of educators to access, interpret, analyze, and apply data for instructional and organizational decision making (McLaughlin et al., 2017). Schools with high data literacy were able to move beyond surface-level interpretation of indicators and engage in root-cause analysis, priority setting, and targeted program design, particularly in literacy and numeracy improvement. Conversely, limited data literacy constrained schools' ability to translate Education Report Card information into actionable strategies, resulting in fragmented or generic programs. This finding supports Gao et al.'s (2022) assertion that data-driven planning is fundamentally a human capacity issue rather than a technological one. It also suggests that professional development focused on data interpretation is a prerequisite for meaningful data use in school planning.

Third, the findings underscore stakeholder involvement as a critical enabling condition for effective data-based planning. From a participatory planning perspective, educational planning is most effective when it incorporates diverse perspectives and shared ownership among stakeholders (Hui & Singh, 2020). Schools with high stakeholder involvement—particularly those engaging teachers and parents in data interpretation and planning discussions—demonstrated stronger alignment between identified problems and implemented programs. This supports Aldridge and McLure's (2024) argument that collaborative planning enhances both accountability and sustainability of educational change. In contrast, schools where planning was dominated by a small leadership group faced challenges in program implementation, reflecting resistance to change and limited collective commitment. These findings indicate that stakeholder engagement is not merely a procedural requirement but a substantive mechanism that shapes how data are understood and acted upon.

Fourth, the study contributes to the literature on data-based educational reform in centralized policy contexts. While national platforms such as the Education Report Card are designed to standardize quality assurance and planning processes, this study demonstrates that local school contexts significantly influence implementation outcomes. Schools varied in their capacity to adapt national indicators to local needs, particularly in addressing contextual challenges such as student diversity and resource constraints. This finding aligns with research suggesting that top-down data systems require strong school-level mediation to be effective (Souza et al., 2024). It also highlights the importance of balancing policy coherence with contextual flexibility in educational planning frameworks.

Importantly, this study extends existing research by offering a multi-case qualitative perspective on how schools operationalize educational data in practice. Unlike prior studies that focus on policy design or system-level outcomes (Asbari et al., 2020; Budi Teguh Harianto, 2023), this research reveals the mechanisms through which data are translated—or fail to be translated—into action. The identification of planning typologies, combined with analysis of data literacy and stakeholder involvement, provides a more nuanced understanding of why some schools benefit more from data-based planning than others.

From a practical standpoint, the findings suggest that strengthening the impact of the Education Report Card requires more than technical improvements to the platform. Capacity-building initiatives should focus on enhancing school leaders' strategic planning competencies, improving teachers' data literacy, and fostering collaborative planning cultures. Without these supporting conditions, data-based planning risks becoming a symbolic practice that fulfills administrative requirements without generating meaningful improvement in teaching and learning.

Finally, while this study offers valuable insights, its findings should be interpreted in light of certain limitations. The focus on public primary schools in an urban district may limit transferability to rural or private school contexts. Additionally, as with most qualitative studies, the findings rely on participants' self-reported practices, which may not fully capture implementation fidelity. Future research could build on this study by employing longitudinal designs to examine how data-based

planning practices evolve over time and by comparing public and private schools to better understand contextual differences.

4. CONCLUSION

This study concludes that the effective use of the Education Report Card (*Rapor Pendidikan*) in public primary schools is strongly influenced by schools' planning orientation, data literacy, and stakeholder involvement. Schools that adopted a strategic planning approach—characterized by long-term, medium-term, and short-term planning, collaborative decision making, and systematic data analysis—were more successful in translating Education Report Card data into targeted improvement programs, particularly in literacy and numeracy. In contrast, schools with reactive planning practices tended to focus on short-term compliance and showed limited integration of data into sustainable educational strategies. Despite these insights, this study has several limitations, including its focus on public primary schools in a single urban district, which may limit the transferability of findings to rural or private school contexts, as well as its reliance on qualitative data and self-reported practices. Future research is therefore recommended to employ comparative and longitudinal designs, examine differences between public and private schools, and investigate the long-term impact of data-based educational planning on student learning outcomes to further strengthen the evidence base for data-driven education reform.

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