

Community Participation in the Literacy Village Program as an Effort to Improve the Community Literacy Development Index (IPLM) in Cirebon Regency

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Abstract. The Literacy Village Program reflects the local government's strategic efforts to improve the Community Literacy Development Index (IPLM) particularly by strengthening a community-based literacy culture. In 2024, the IPLM score in Cirebon Regency remains relatively low. This condition shows that literacy development cannot rely solely on policy-driven approaches but also needs active involvement from the community as the main actors. This study examines how community participation in the Literacy Village Program contributes to improving the IPLM in Cirebon Regency. It applies to a descriptive qualitative approach, with data collected through field observations, in-depth interviews, and documentation. The research subjects include the Cirebon Regency Archives and Library Office, Literacy Village managers, and the local community. The results of the study indicate that community participation in the Literacy Village Program is in the early stages of development. The community is quite actively involved in various literacy activities organized, although involvement in planning and expressing aspirations is still dominated by a small number of individuals. Socially inclusive literacy programs, such as training activities linked to community economic needs, show a positive contribution to increasing community interest and involvement. The findings of this study indicate that community participation is a key factor in the sustainability of the Program.

Keywords: Community Participation, Literacy Village, Literacy Development, Literacy, Cirebon Regency.

1 Introduction

Literacy Village is a village or rural area that serves to increase the community's interest in reading and knowledge. This program is designed to create a lifelong learning community by developing six aspects of literacy: reading and writing, numeracy, science, digital, financial, and citizenship. [1] Through community-based activities such as reading parks, writing classes, and digital literacy training, the government is striving to foster a culture of literacy that grows from within the community itself. The presence of this program is part of the implementation of Cirebon Regent Regulation No. 53 of 2018 concerning the Integrated Regional Literacy Movement, [2] which forms the basis for strengthening the literacy movement at the local level. The IPLM score for Cirebon Regency, which stands at 57.56 in 2024, reflects that community literacy development still faces various challenges, particularly in terms of participation and the sustainability of literacy activities at the community level.

Cirebon Regency was selected as the research site due to its relatively low IPLM score of 57.56 in 2024, which places it below several other regions in West Java. This condition indicates that literacy development in Cirebon still faces structural and participatory challenges. Therefore, Cirebon provides a relevant empirical context to examine how community participation can support literacy improvement efforts, particularly through the Literacy Village Program as a strategic local initiative.

The implementation of the Regent Regulation is carried out by the Cirebon Regency Archives and Library Office through various literacy development programs, one of which is the Literacy Village Program. As stated by the Deputy Regent of Cirebon, Mr. Agus Kurniawan Budiman, at the launch of the literacy village in Suaranenggal Kidul Village, on July 25, 2025 [3]. The launch of *Kampung Literasi* is one of the concrete efforts of the Cirebon Regency Government to improve the Community Literacy Development Index (IPLM). [4] This program is designed as a concrete form of implementing regional literacy policies, in which the government acts as a facilitator, dynamize, and catalyst in promoting reading awareness among the community.

The literacy movement in Cirebon Regency is not entirely the result of formal policy intervention. Long before the inauguration of *Kampung Literasi*, community-based literacy initiatives had already been developed and driven by local figures. One of the driving forces behind this movement was Warkina, a temporary teacher and literacy activist who established a community reading park (Taman Bacaan Masyarakat, TBM) in the surrounding area. Through the voluntary involvement of local communities, who independently provided reading space and organized various literacy activities within their environment, this initiative can be seen as a bottom-up effort that gradually fosters literacy awareness in the community. The existence of these local actors confirms that strengthening literacy at the village level does not solely depend on government policy, but also on the commitment and active involvement of the community as the main subjects in the literacy movement. However, as observed on December 24, 2025, implementation in the field does not always run ideally. An in-depth study is needed to determine the extent to which community participation is able to achieve the objectives that have been set.

This study uses Cohen and Uphoff's (1980) theory of community participation in [5]. This shows that the success of a development program is not only determined by the design itself, but also by how far the community is actually involved at every stage, from the initial planning to the final evaluation process. This idea affirms that participation cannot be understood merely as the presence of citizens, but rather as active, conscious, and voluntary involvement to influence the process and outcomes of the program. Cohen and Uphoff break down participation into four main areas: decision-making, implementation of activities, utilization of results, and evaluation, all of which need to work together in order to maximize the impact of development. Each area requires contributions of ideas, energy, resources, and concrete actions from the community, which can only be realized if supported by adequate will, capacity, and opportunities. Using this approach, researchers sought to explore how the Archives and Library Office implemented literacy policies through the Literacy Village Program, as well as the factors that drove or hindered efforts to improve the quality of literacy among the community in Cirebon Regency.

A research conducted by Rofi'i [1] exploring how the Literacy Village program is implemented in Sindanghaji Village, Majalengka Regency. The study focuses on various efforts to foster community interest in reading through socialization activities, training, and the development of reading parks at the village level. However, the study does not discuss in depth how the participation process in policy implementation takes place and the factors that influence it. This is where this study comes in, to gain a deeper understanding of community participation in the implementation of the *Kampung Literasi* program in Cirebon Regency by reviewing Cohen and Uphoff's theory of community participation to see the extent of community participation in concrete actions in the field.

A study of community participation in the Literacy Village Program is important because the success of community-based programs depends heavily on the active involvement of residents and the commitment of local actors. This is in line with the findings which emphasizes that village program [6] can only be effective if the community is actively involved in the policy implementation process. In addition, this study aims to identify community involvement, including factors that influence variations in citizen participation in literacy activities. The results of this study are expected to provide an empirical picture of the importance of community participation in realizing sustainable literacy activities, not only for Cirebon Regency, but also as a reference for other regions facing similar challenges in strengthening literacy culture.

This study specifically focuses on analyzing community participation in the implementation of the literacy village program, rather than evaluating overall program effectiveness or policy performance. The main emphasis is placed on understanding how participation occurs different stages of the program and how it contributes to literacy development at the community level.

2 Literature Review

2.1 Definition and Theory of Community Participation

According to Arnstein's view (1969) in [7] Community participation should be understood as a process whereby citizens who previously had no power gain space and influence in decisions that determine their lives, rather than merely being beneficiaries or objects of policy.

According to Cohen and Uphoff (1980) In [5], Community involvement in the program can be seen through several forms of participation that arise at each stage of the process.

- a) Participation in decision-making, namely the involvement of citizens in formulating various alternatives and reaching a consensus on the ideas proposed. At this stage, the community has the opportunity to convey their ideas and thoughts through deliberative forums or open discussions.
- b) Participation in program implementation. This stage requires tangible contributions from the community in mobilizing resources, including labor, time, and funds, which are important factors for the success of the program.

- c) Participation in the utilization of results. Community involvement does not stop at implementation, but also extends to the extent to which they accept, feel, and utilize the benefits of the program, which can be assessed from the quality and quantity of the results achieved.
- d) Participation in evaluation, namely citizen involvement in assessing the overall progress of the program to determine whether the planned objectives have been achieved.

Based on the framework proposed by Cohen and Uphoff, it can be understood that these four forms of participation complement each other and demonstrate the extent of community involvement in a development program. If all four are implemented continuously, a complete cycle of participation will be formed, which can serve as an important indicator of the quality of community involvement in the development process.

In this study, the four dimensions of participation proposed by Cohen and Uphoff are operationalized into observable indicators. Participation in decision-making is identified through community involvement in meetings, discussions, and planning forums. Participation in implementation is reflected in contributions of time, labor, and resources in program activities. Participation in benefits is observed through the extent to which the community utilizes and gains advantages from literacy programs. Meanwhile, participation in evaluation is indicated by community involvement in providing feedback, suggestions, or criticism regarding program implementation.

2.2 Literacy Village

Literacy Village is a community-based initiative designed to improve the quality of human resources by strengthening various aspects of literacy in line with the demands of modern life. This program does not only focus on basic reading and writing skills, but also includes digital, financial, and health literacy as a strategy to create a society that is able to adapt to the changing times. The head of the Cirebon Regency Archives and Library Office (Disarpus), Suhartono, S.Sos.MM. explained that this program targets three main domains: reading, writing, and numeracy literacy, digital literacy, and financial literacy. These three elements form the foundation for the creation of a learning community that is not only enthusiastic about reading but also skilled in utilizing technology and wise in managing household finances. In this way, the Literacy Village serves as a mechanism for social transformation that promotes a culture of sustainable literacy and empowers the community in Cirebon Regency more deeply.

2.3 Community Literacy Development Index

The Community Literacy Development Index (IPLM) describes the extent of progress in community literacy as measured by various constituent elements. This index is compiled based on secondary data and community components that play a role in library management and development. Through libraries as a means of lifelong learning, the IPLM reflects concrete efforts to foster a culture of literacy within the community. The main focus of this index is on strengthening upstream aspects, namely institutional development and improvement of library infrastructure, which form the foundation for the growth of a sustainable literacy ecosystem [8].

2.4 Literacy

According to UNESCO in [9], Literacy is not merely the technical ability to read and write, but rather a tangible form of cognitive skills that enable a person to understand, process, and use information in various situations. The meaning of literacy can vary depending on academic research, the institution conducting the study, the social and cultural context, and the values that exist in a society. In the context of community development, literacy is the foundation for improving quality of life and social participation. Therefore, the *Kampung Literasi* program is the government's strategy for fostering a culture of reading and information literacy at the local level.

Research conducted by Rofi'i [1] exploring how the Literacy Village program is implemented in Sindanghaji Village, Majalengka Regency. The study focuses on various efforts to foster community interest in reading through socialization activities, training, and the development of reading parks at the village level. Although conducted in a different region, the study is relevant to the context of Cirebon Regency because it is based on the same national policy on the development of Literacy Villages. Their findings show positive changes: the community has become more involved and literacy facilities in the village have become more active. However, the study did not discuss in depth how community participation and the factors that influence it. This is where this study comes in, to gain a deeper understanding of community participation in the *Kampung Literasi* program in Cirebon Regency by looking at Cohen and Uphoff's (1980) theory of community participation [5] to see the extent to which the implementation of the program involves community participation.

Research conducted by [10] exploring how literacy improvement policies for the younger generation are implemented in South Tangerang City. In practice, this study looks at how literacy programs are implemented, where several challenges can still be found, including limited coordination between institutions, resource

constraints, and relatively low participation on young people in literacy activities. (Shafira Azahra and Handayani 2024) Although conducted in different regions, this study is still relevant to the context of Cirebon Regency because it discusses the role of local government in translating literacy policies into concrete actions in the community. Their findings show that the success of literacy policies depends not only on program design, but also on the extent to which all implementing elements are able to work in harmony to foster a culture of literacy in their environment.

3 Method

This study applies a qualitative approach that aims to understand various symptoms and phenomena that cannot be explained through quantitative measurements. This study uses a descriptive qualitative casestudy approach to explore community participation in the Literacy Village Program in Suranenggala kidul Cillage, Cirebon Regency. This approach is considered appropriate because it allows an in-depth understanding of social phenomena, particularly how participation occurs in real community setting. The qualitative approach is used to examine and describe the research object in depth through a study of social activities, attitudes, and perceptions of individuals and groups. The data collection process in this study was carried out in Suranenggala Kidul Village, Cirebon Regency. The methods used focused on observation, interviews, and documentation techniques, as these three techniques were considered capable of producing comprehensive and relevant data in explaining the issues that were the focus of the study.

Data analysis techniques are carried out interactively as described by Milis and Huberman in Sugianto (2018:246), which includes three main stages, namely data reduction, data presentation, and conclusion drawing. The analysis is conducted continuously from the moment the data is collected until the research is completed to gain an in-depth understanding of community participation in the literacy program in Suaranenggala Kidul Village.

The subject of this study is the organizer, namely the Cirebon Regency Archives and Library Office and the Suaranenggala Kidul Village apparatus, while the object is the Literacy Village program. The key informants in this study are the Suaranenggala Kidul Village apparatus and the Cirebon Regency Archives and Library Office, which play a role in the planning and implementation of the literacy village program. Supporting informants include literacy village managers, community shops, and village communities involved as participants in the literacy program.

To ensure data validity, this study applies source triangulation and technique triangulation. Data obtained from interviews were cross-checked with observations and documentation, while information from different informants such as government officials, program managers, and community members was compared to ensure consistency and reliability.

4 Result and Discussion

4.1 Research Results

The Literacy Village Program is a community-based literacy strengthening initiative that aims to broaden the concept of literacy beyond just reading and writing skills. The program also covers the development of numeracy, science, digital, financial, cultural, and civic literacy. Nationally, the Literacy Village Program was launched in 2016, and its implementation in Cirebon Regency began in July 2025 with Suranenggala Kidul Village as the first pilot area. The program focuses on creating and strengthening literacy spaces at the village level through the provision of supporting facilities, the organization of various literacy activities, and the active involvement of the community in the program management process.

Table 1. Community Literacy Development Index (IPLM) of Cirebon Regency Year 2022-2024

No	Year	Point
1	2022	71.55
2	2023	51.54
3	2024	57.56

Source : West Java Central Statistics Agency [11]

Based on Table 1, the Community Literacy Development Index (IPLM) value for Cirebon Regency has fluctuated over the past three years. In 2022, the IPLM value was recorded at 71.55, then experienced a significant decline in 2023 to 51.54. In 2024, the IPLM value increased again to 57.56, although it has not yet reached the level achieved in 2022. This condition indicates that efforts to improve community literacy in Cirebon Regency still face challenges and require the strengthening of sustainable programs, one of which is through the Literacy Village Program.

Through an interview with the Associate Librarian of the Cirebon Regency Archives and Library Office on December 30, 2025, it was revealed that the Literacy Village in Suranenggala Kidul Village is a pilot program

designed with a focus on village readiness and community involvement. The source stated that although the Cirebon Regency IPLM shows an upward trend, community participation remains a key factor in literacy assessment, especially with the adjustment of IPLM calculation indicators in 2025, which places greater emphasis on community activity in literacy activities. Therefore, the Cirebon Regency Archives and Library Office are striving to establish Literacy Villages as a mean of strengthening village-based literacy activities.

Community participation in Suranenggala Kidul Village is also reflected in the involvement of resident in the management of literacy facilities and the organization of community -based literacy activities. The community not only acts as beneficiaries, but also as drivers of activities through the involvement of youth organizations, PKK cadres, and local literacy activists. This form of participation is evident in the community's attendance at literacy activities, support for the provision of facilities, and involvement in social inclusion-based literacy programs.

Overall. The results of the study show that the Literacy Village Program serves as a participatory source that encourages community involvement in literacy activities at the village level. Community participation is an important element in supporting the trend of increasing IPLM in Cirebon Regency, although the sustainability and equitable distribution of participation remain challenges that need to be addressed.

4.2 Discussion

4.2.1 Participation in the Literacy Village Program.

In practice, the implementation of the Literacy village program in Suranenggala Kidul Village, initiated by the Cirebon Regency Archives and Library Office, shows how community involvement has been present since the early stages. Based on observations, the program itself began from a village library competition at the regency level later developed into broader literacy activities. This competition encouraged community involvement in the management of village libraries as a joint effort to achieve the best rating. Collaboration between village officials and the community became the main foundation in this process, particularly through a deliberation mechanism that involved residents in the competition stage. Although in the early stages of designing the library management system, it was still dominated by village officials, the process gradually developed in a more participatory direction, giving rise to broader initiatives and involvement from the community.

In many cases, the development of community participation in the field shows patterns that tend to be dynamic and not always predictable. The enthusiasm of residents, including the involvement of Karang Taruna and PKK women's groups, enriches the village library management process while also presenting various internal dynamic. In this case, this situation can be seen as a reflection of community participation in practice, in line with Cohen and Uphoff's theory, where citizen involvement in decision-making and program implementation becomes an important aspect. Despite the emergence of various dynamics in its implementation, village officials were able to manage the differences through deliberative forums, resulting in mutually acceptable agreements that support the sustainability of the Literacy Village Program. 4.

4.2.2 Participation in Implementation

Based on an interview with the secretary of Suranenggala Kidul Village MRS. Pipit, on December 24, 2025, it was learned that the administrative management of the reading park and village library is the responsibility of the village apparatus and is fully managed by officials who receive honoraria. In practice, this management structure can be seen as an effort to support the sustainability of literacy services at the village level through institutional involvement. However, in practice, there are also initiatives by residents who voluntarily participate in helping to manage and maintain literacy facilities, especially at certain moments when activities are taking place. This condition reflects as combination of formal management by the village government and social participation that grows from community awareness.

In analyzing participation during the program implementation stage shows how various community elements, including Karang taruna, PKK cadres, and local leaders, are actively involved and contribute to the program. This involvement was evident in various literacy activities, one of which was a workshop on making catfish floss attended by the community, PKK cadres, and Karang Taruna members. However, the level of participation was not entirely homogeneous and was still influenced by social dynamics. Some residents show a tendency to engage only to a limited extent, and sometimes even feel reluctant or lack the confidence to participate in activities, especially when participation tends to be concentrated in certain groups. This situation shows that although participation has grown, there are still challenges in creating more inclusive and equitable engagement at the community level.

4.2.3 Participation in Utilization of Results

The Literacy Village Program includes a number of activities that have been implemented and are planned to be carried out on an ongoing basis. Some of the programs that have been realized include the management of

village libraries, literacy reading parks, and the organization of various thematic workshop. The village library serves as public space that is open and accessible to all levels of society, thus becoming a means of learning and social interaction at the village level. In addition, the implementation of workshop, such as training in making catfish floss, provides concrete economic benefits for the community. Through these activities, residents are encouraged to develop innovations based on local potential, particularly in processing daily livelihoods into value-added products that can increase income

4.2.4 Participation in Evaluation

Evaluation is a crucial stage in every policy implementation process, because through this mechanism the effectiveness and sustainability of the program can be measured systematically. In the context of the Literacy Village Program in Suranenggala Kidul Village, the evaluation aspect is an integral part of the overall implementation of activities. The village government has shown openness to the aspirations of the community, although to date there has been no direct verbal feedback from residents regarding the implementation of the program. As a form of anticipation and an effort to encourage participation, village officials have provided a suggestion box so that the community can submit suggestions and criticism regarding the implementation of the Literacy Village program.

The Cirebon Regency archives and Library Office also play an active role in the monitoring and evaluation process. According to Ms. Tiar Andhini, Associate Librarian at the Cirebon Regency Achieve and Library Office Regional Library, routine monitoring activities are carried out by observing the level of enthusiasm and participation of the community. The results of this monitoring are then analyzed as evaluation material, both for the development of the Literacy Village in Suranenggala Kidul Village and as a reference for the implementation of similar programs in other villages. Thus, evaluations not only functions as a supervisory tool, but also as a basic for continuous program improvement and strengthening.

4.2.5 Driving Factors and Inhibiting Factors.

The driving factors in the implementation of the Literacy Village Program in Suranenggala Kidul Village can be seen from the strategic role of local actors who care about literacy development. One of the figures who has contributed actively is Warkina, a temporary teacher who has consistently promoted literacy activities in the village, thereby encouraging other literacy activities to emerge. In addition, the support of village officials has been a crucial element in ensuring the programs's sustainability. The Suranenggala Kidul Village Government has shown strong commitment and openness in implementing various village development programs, with a significant focus strengthening the Literacy Village. This Commitment is reflected in the provision of relatively adequate facilities and infrastructure, such as books, bookshelves, and suggestion boxes as a medium for community participation. These conditions have also encouraged the involvement of other community groups, including the Karang Taruna youth organization, in supporting the implementation of the program.

There are a number of obstacles that affect the optimization of program implementation. The level of reading enthusiasm among the people of Suranenggala Kidul Village is still relatively low, as stated by Mrs. Tiar Andhini, Associate Librarian at the Cirebon Regency Archives and Library Office. In addition, community participation is not yet fully equitable, as community involvement tends to be concentrated in certain groups, so that some members of the community still feel less confident or reluctant to participate actively. The limited time available to the community due to their daily work activities is also an obstacle to the maximum utilization of the literacy program. These factors indicate that even though the program is already running, efforts are still needed to strengthen the inclusiveness and intensity of community participation.

4.2.6 Policy and Sustainability Implications

The findings of this study have important implications for policy and program sustainability. First, local governments need to design more inclusive participation mechanisms that encourage broader community involvement, particularly in decision-making and evaluation stages. Second, strengthening community capacity through continuous training and mentoring is essential to shift participation from passive to empowered forms. Third, the sustainability of the Literacy village Program depends on the integration of community initiatives with institutional support, ensuring that literacy activities continue beyond formal interventions.

The findings indicate varying levels of participation, ranging from passive participation, where community members are only present as activity participants, to more active and empowered participation, where individuals contribute ideas, initiate activities, and take part in program management. However, empowered participation is still limited and tends to be concentrated among certain groups, such as local leaders and active community members.

Based on an analysis of the four indicators of participation, community involvement in the Literacy Village Program shows a growing dynamic, ranging from government-initiated participation to active community involvement in the implementation and utilization of the program. Variations in participation are influenced by

internal factors such as literacy awareness and the presence of local leaders, as well as external factors such as village government support and available facilities.

5 Conclusion

Based on the results of research and discussion, it can be confirmed that community participation in the Literacy Village Program in Suraneggala Kidul Village, Cirebon Regency, plays an important role in supporting the improvement of the Community Literacy Development Index (IPLM). Community involvement goes beyond just attending activities, as it can also be seen in how people actively take part in implementing and utilizing the program. The enthusiasm of the community in participating in literacy activities and utilizing the available facilities shows that this program has been able to encourage the growth of literacy practices at the village level. Thus, the CLPI is not merely understood as a statistical figure, but as a representation of the dynamics of community participation in developing a culture of literacy in a tangible way.

However, community participation levels are not yet fully equitable across all stages of the program. Community involvement across stages such as planning, decision-making, and evaluation remains relatively limited, where participation tends to be concentrated within certain groups. This condition shows that the success and sustainability of the Literacy Village Program is highly dependent on the quality and equity of community participation. Therefore, strengthening the role of citizens in a more inclusive manner, especially at the strategic stage of the program, is an important step to ensure more optimal improvement of IPLM in Cirebon Regency.

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